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ABSTRACT

This publication reports on a state mandated review of the Oklahoma higher education system's governance and offers extensive recommendations. Following a preface and an executive summary which presents the recommendations in brief, Part I, an introduction, describes the review process which included initial recommendations from the State Regents, review by a team of national experts, on-site visits to campuses, seven public hearings, petition drives, and letters to the State Regents. Part II discusses qualifications for board members; Part III looks at the governance and structure of Oklahoma Higher Education including an overview of existing structures, history and traditions, constraints and some possible models. Finally part IV contains the 16 recommendations which are based on the principles that each institution and its community deserve the full-time attention and support of a board and that the span of responsibility for boards governing the state's two comprehensive research universities must be reduced and made more manageable. Nine attachments contain the review team's credentials, legal qualifications of board members, a governance chart, legal duties of state regents, responsibilities of governing boards and administrative boards, budgeted costs of boards, governance history, and advice on governance. Observations from on-site visits, commentary on recommendations, and a summary of testimony conclude the document. (JB)

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Oklahoma Governance

Report & Recommendations
to the Governor and Oklahoma Legislature

House Bill No. 2246

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Oklahoma State Regents for Higher Education
State Capitol, Oklahoma City

February 1993

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OKLAHOMA GOVERNANCE

REPORT AND RECOMMENDATIONS

to the

GOVERNOR AND OKLAHOMA LEGISLATURE

by

THE OKLAHOMA STATE REGENTS FOR HIGHER EDUCATION

February 1993

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PREFACE

House Bill No. 2246 of the 1992 Oklahoma Legislature requested that the Oklahoma State Regents for Higher Education examine the current system of governance of Oklahoma higher education and make a report and recommendations to the Legislature at the start of the 1993 session. The measure specified that the report also include recommendations on qualifications for board service.

The last formal review of governance was in 1970 and resulted in the State Regents' recommendation and official position of one board for each institution. Because higher education, its consumers, and the environment in which it operates have changed substantially over the past two decades, the review is timely and warranted. All constituencies and concerned Oklahomans were invited to participate in the governance review in a series of public hearings conducted by the State Regents and on-site reviews conducted by the external team. If Oklahomans were united on one thing in the governance study it was that they wanted a voice on important public policy issues. Citizens testified against what one individual called the "Zapped Theory" of governance characterizing the last governance change.

The State Regents prepared a report and recommendations on governance and submitted them to an external team of four national experts for commentary. The preliminary recommendations were influenced by candid assessment and critical feedback from Dr. Harold Enarson, Dr. Robert Berdahl, Mr. Robert Gale, and Dr. Patrick Callan whose credentials are provided in Attachment "A" to this report. Drs. Enarson and Berdahl spent a week in on-site visits in Oklahoma with citizen groups, regents, presidents, legislators, faculty, and others; and this experience brings another perspective to the counsel received by the State Regents.

The on-site team advised that they had encountered a pervasive resistance to any change in the existing governance system. As expected, the seven public hearings and written testimony corroborated this resistance. Most, if not all, of the opposition to State Regents' recommendations came from institutional administrations and boards who perceived themselves as adversely affected by the change. Also as expected, the phrase "if it ain't broke, don't fix it" was heard again and again. At least one citizen wrote, however, that "it does not take a Ph.D. to see that the current structure is broke and desperately needs attention." Many institutional officials appeared indignant that State Regents were involved in making governance recommendations and that the issue was a distraction from larger, more important agendas. State Regents asserted, as did their consultants, that governance is important, it does matter, and its review--now requested by the Legislature--is long overdue.

Aside from testimony generated by institutional interests, however, there was genuine citizen input--some opposing and some supporting the changes. Citizen input in Sayre was overwhelming and brought new information and insight to the State Regents which resulted in a change in the preliminary recommendations. Citizen input from Midwest City made it clear to the State Regents that the metro community concept on which earlier recommendations were based needed adjustment to leave Rose State College with its separate and very supportive community. Input from panhandle citizens likewise showed greater agricultural needs in the region that could be best fostered by closer instructional ties between Oklahoma Panhandle State University and Oklahoma State University. Of particular interest, though, was the quiet commentary received by mail from citizens with no special interests or particular affiliation with any institution. One citizen wrote "Clearly, change does not come easily. We must recognize that there will be disruption associated with the proposed restructuring. However, it should be obvious that this change is in the best interest of the entire system of higher education." Another observed that "the primary reason for opposition of the recommendations...is based on narrow bureaucratic institutional self-interest, not an overall view of what is best for the State of Oklahoma and its citizens (our past, current, and potential students)."

To those who implied the permanence and perfection of today's governance structure, it should be noted that governance in Oklahoma has been anything but static as described in Part III of this report. One institution has seen six governance changes this century; and with the exception of the new community colleges established in the late 60s and early 70s, all institutions have had more than one governing body since their establishment, some with very recent changes. In terms of change, the issue then is whether higher education will have some input and provide some direction on the appropriate governance structure. State Regents answer with a resounding yes and urge the concurrence of their higher education colleagues. The alternative, as noted by the governance team, "will be the status quo along with spastic changes initiated directly through the political process. Oklahoma citizens deserve better than that."

Before giving recommendations for governance change, it should be noted that, contrary to the claims of many individuals, it is not governance structures that allow for ease of articulation, cooperative agreements, sharing of resources, and overall efficiencies among and between institutions. These and other items on higher education's agenda are being accomplished far more effectively and creatively outside the governance question. Cooperative and collaborative relationships between and among campuses are being forged by virtue of new instructional and administrative technologies and through Oklahoma's higher education centers. Governance is not the cure-all, but yet large governance arrangements that are unfamiliar with or inattentive to institutions can certainly be a hindrance.

State Regents recognize that for the State System to respond in innovative and flexible ways and to become nationally competitive, decisionmaking and academic oversight will have to be more decentralized than it currently is. Without abrogating their constitutional duties, State Regents will need to empower governing boards to make more decisions and recommendations about Oklahoma colleges and universities. Such devolution of power is consistent with the *Reinventing Government* philosophy. It will, however, require governing boards with highly qualified members who are attuned and educated about the enhanced assignment. It will also require governing boards who, unlike the State Regents, are closer and more familiar with the institutions they govern. It will require State Regents and governing boards alike to undertake a periodic self-examination to ensure that their performance is resulting in optimal returns to Oklahoma.

While proper governance structures can facilitate goals and objectives, the real issue is having qualified individuals on governing boards who are attuned to the needs and receptive to an agenda that embraces change if necessary to meet those needs. No matter what governance change may occur, the State Regents strongly recommend that the performance of all boards in carrying out their responsibilities be constantly re-evaluated. Decisive adjustments should be made in a board's span of responsibilities if the complexities and pace of change expand a once manageable portfolio to an impossible assignment for even the most well-meaning and qualified members.

The State Regents make a strong statement that governance recommendations should not be a simple "rearrangement of boxes" for change sake. More importantly, governance should not be based on territorial imperatives or desires of any individual, organization, or institution(s) to build a power base. Decisions motivated by these influences alone do not serve the public and do not contribute to student success.

The most important recommendations contained in the governance report deal with the selection of good, qualified board members and implementing a self-evaluation process to improve performance and provide some measure of accountability to the public. Recommendations related to governance consider the history and traditions of Oklahoma and are heavily influenced by the following:

- **LOCAL CONTROL/COMPARATIVE EXPERIMENTATION/METROPOLITAN COORDINATION**: Each institution and its community (local, regional, state) deserves the full-time attention and support of a board. Exceptions are beneficial when a single board can effectively govern like-type institutions with similar missions. For community colleges, exceptions are warranted in the metropolitan areas where several of these colleges are serving the same community.
- **EXCESSIVE SPAN OF CONTROL/DISSIMILAR INSTITUTIONS/MULTIPLE LEVELS**: The span of responsibility for boards governing the state's two comprehensive research universities must be reduced and made more manageable. More focused attention must be given to the complexities of these large universities and the enhanced cooperation and collaboration needed between them.

State Regents propose a shift in governance philosophy and structure which is very similar to the philosophy contained in Osborne and Gaebler's *Reinventing Government*:

> *Today's environment demands institutions that are extremely flexible and adaptable. It demands institutions that deliver high-quality goods and services, squezing ever more bang out of every buck. It demands institutions that are responsive to their customers, offering choices of nonstandardized services; that lead by persuasion and incentives rather than commands; that give their employees a sense of meaning and control, even ownership. It demands institutions that empower citizens rather than simply serving them.*

An Executive Summary is provided at the front of the report and is being distributed widely as a stand-alone document. The summary provides the philosophical framework for the study, the guiding principles, and the essence of recommendations which are contained in Part IV.

Part I describes the impetus, timetable, and process for the study. The use of the external team is described along with the content and assumptions for the study's conduct.

Part II provides background on current qualifications of board members and reviews national literature on how the subject of board member qualifications has been addressed in recent years. Board selection and evaluation are two particular issues addressed.

Part III gives an overview of the existing governance structure and its history and traditions. Some constraints are noted, although the State Regents' report and recommendations provide no analysis of changes--statutory, constitutional, or otherwise--needed to implement their recommendations. There is a wide array of governance patterns successfully operating nationwide, and one portion of this chapter briefly describes the governance models.

Part IV provides the principles and recommendations for change resulting from the study. There are two categories of recommendations, one related to board selection, evaluation, and empowerment and the other relating to a "moving of the boxes."

Appendices in the report worthy of a closer review are (1) the commentary and observations from the on-site governance team, (2) the response from the external team to the State Regents' recommendations, and (3) the summary of public input.

With the above background, this report is respectfully submitted on behalf of the Oklahoma State Regents for Higher Education to the Oklahoma Legislature as requested by House Bill No. 2246.

Hans Brisch
Chancellor

GOVERNANCE: REPORT & RECOMMENDATIONS

Executive Summary

Why is periodic review of the system of governance of our colleges and universities a necessary or valuable exercise?

Some people have questioned the usefulness of this review, arguing "if it ain't broke, don't fix it." The State Regents believe that most Oklahomans want their higher education system to be excellent, not just average--that it should be improved before it "breaks."

Higher education governance was reviewed numerous times between statehood and 1970 but has not been formally reviewed in 23 years. The nature and goals of higher education nationally and in Oklahoma have changed drastically during that time, and our governance system has not changed to adjust to the new conditions. Oklahoma institutions are increasingly bound together by new technologies and partnerships through the centers rather than by common board governance.

The strains which have developed in the system since 1970 have caused repeated ad hoc efforts to modify the governance of selected institutions through last minute legislative action without the benefit of public involvement or comment. For this reason, the 1992 Oklahoma Legislature in House Bill 2246 requested that the Oklahoma State Regents for Higher Education make a comprehensive study of the current system of governance of state colleges and universities and make recommendations for change to be considered during the 1993 legislative session.

During the fall of 1992, a study and recommendations were prepared by the State Regents and submitted for commentary to a team of national experts, two of whom conducted on-site visits in Oklahoma. On December 18, the preliminary report was placed on the table for public discussion. More than 2,200 individuals representing student and faculty organizations, business and industry, civic groups, institutions, alumni groups, and citizens participated at the seven public hearings, in petition drives, and in letters to the State Regents.

Commentary on the recommendations ranged from strong support to strong opposition. Most of the expressions of support deemed our current governance system (1) to be outdated, unresponsive to the needs of the older, nontraditional student or (2) to have created a span of control at certain boards which exceeded their effective oversight capacity. In fact, some commented, the impetus for the study derived from the conclusion by one institution that its needs were not being met by the current governance arrangement. On the other hand, a larger number of people believed that the status quo was quite acceptable and that this whole review process was a distraction from more important tasks.

State Regents agree with elements of both of these sets of critiques. We believe that "boxes should not be shifted around" just to make a more orderly looking organization chart or because it has been a long time since we tinkered. Yet some strains and inefficiencies have developed in higher education governance in the last 23 years which can be dealt with only through a governance system which reflects the changes in the nature of higher education which have occurred during that time.

The public commentary has been instructive and has resulted in State Regents' modification of the preliminary recommendations. Proposals relating to board selection, quality, and performance are the central and most important recommendations in this report. They were generally supported, and only clarifying change has been made. Proposals relating to governance structure received widely varying reaction. Some modification was made, but the original underlying principles remain intact:

- **LOCAL CONTROL/COMPARATIVE EXPERIMENTATION/ METROPOLITAN COORDINATION**: Each institution and its community (local, regional, state) deserve the full-time attention and support of a board. Exceptions are beneficial when a single board can effectively govern like-type institutions with similar missions. For community colleges, exceptions are warranted in the metropolitan areas where several of these colleges are serving the same community.

- **EXCESSIVE SPAN OF CONTROL/DISSIMILAR INSTITUTIONS/ MULTIPLE LEVELS:** The span of responsibility for boards governing the state's two comprehensive research universities must be reduced and made more manageable. More focused attention must be given to the complexities of these large universities and the enhanced cooperation and collaboration needed between them.

RECOMMENDATION #1-- ENHANCED OKLAHOMA BOARDS.

Qualifications of Board Members. State Regents recommend:

- That a committee be statutorily established to identify qualified candidates for Oklahoma's higher education boards and to advise the Governor in making appointments.

- That the ex-officio position of State Superintendent of Public Instruction on the Board of Regents of Oklahoma Colleges be eliminated since institutions governed by this board are no longer dominantly teacher colleges.

  That the expanded mission of the A&M board institutions be reflected in the membership of that board by eliminating the ex-officio position of the President of the State Board of Agriculture and by reducing the requirement that the majority of the remaining members be farmers.

Empowerment. State Regents:

- Commit to a philosophy and plan of action to empower governing boards. Such a plan of action includes enhanced communications that more fully involve governing boards and a delegation of authority.
- Commit to review institutional governance every five years and to offer advice to the governor and legislature consistent with goals of academic excellence, efficiency, and student success and the System's capacity to meet them. Through this orderly process, governance changes would be considered in response to these goals and with full public participation prior to legislative action.

Board Evaluation. State Regents recommend:

- That all boards, including and starting with the State Regents, undergo a self-evaluation at least every five years to improve performance, identify areas for change, and enhance accountability to the public. Independent, external expertise should be used in the evaluation, input should be received from all board constituencies, and boards should consider making the evaluation results available to the public.

RECOMMENDATION #2--UNIVERSITY OF OKLAHOMA BOARD. State Regents' recommend:

- That the University of Oklahoma board govern only the University of Oklahoma and its constituent agencies.
- That Cameron University be transferred from governance by the Board of Regents of the University of Oklahoma to governance by the Board of Regents of Oklahoma Colleges because of its similarity to other regional institutions.

RECOMMENDATION #3--A&M BOARD. To improve the ability of the A&M Board to focus on the needs and opportunities of each of its institutions, State Regents recommend:

- That the A&M board govern only Oklahoma State University, OSU constituent agencies and institutions closely aligned with the agricultural and mechanical function:
- That Oklahoma Panhandle State University remain under A&M board governance but that the assignments for OPSU and OSU be altered by the State Regents to establish a pilot instructional telecommunications linkage between the institutions.
- That OSU Technical Branch, Okmulgee remain as a constituent agency of OSU and under A&M governance but that the Okmulgee branch seek collaborative affiliations with metropolitan technical education institutions.

- That no change be made in the current A&M governance of Langston University, recognizing its land-grant status.

- That OSU Technical Branch, Oklahoma City be (1) removed as a constituent agency of OSU, (2) be removed from A&M board governance, (3) become a free-standing institution, (4) be renamed, (5) be governed along with Redlands Community College and Oklahoma City Community College by a new board of regents, and (6) that incentive funding be provided.

- That governance of Northeastern Oklahoma A&M College, Miami, be transferred from the A&M board to a new board governing only this institution and with membership representing its service area.

- That Connors State College, Warner/Muskogee, be removed from A&M board governance and made a branch campus of Northeastern State University.

RECOMMENDATION #4--MEDICAL EDUCATION. Given resource constraints on higher education and quality demands on the delivery of medical and osteopathic education, State Regents recommend:

- That the Oklahoma Legislature create a commission to (1) review all Oklahoma medical education programs and (2) determine the advantages and disadvantages of a single coordinated system of medical education in Oklahoma. The committee's mandate shall be sensitive to the development of primary care physicians (both MD and DO) for rural areas.

RECOMMENDATION #5--RESEARCH/GRADUATE EDUCATION. State Regents recommend:

- That the State Regents establish an Oklahoma Research and Graduate Education Council with membership not to exceed 15 and to include but not be limited to the chancellor, the presidents of both comprehensive universities, citizens, faculty, students, and two regents each from the A&M board, the OU board, and the State Regents. The council's purpose would be to strengthen graduate offerings, eliminate duplication, encourage collaboration and cooperation, and obtain a critical mass for the state's research effort.

RECOMMENDATION #6--OKLAHOMA CITY METRO DELIVERY OF LOWER-DIVISION EDUCATION. State Regents recommend:

- That OSU Technical Branch-Oklahoma City become an institution and a part of a new system of community colleges in the Oklahoma City metropolitan area.

- That one board be established to govern Oklahoma City Community College, the former Oklahoma State University Technical Branch-Oklahoma City, and Redlands Community College. All three institutions would, however, retain their own free-standing identities.

- That no change be made in the current governance of Rose State College.

- That the separate existing board of trustees for the area technical school function of Oklahoma City Community College be retained; that the local incentive funding base of Oklahoma City Community College not be jeopardized or diminished; and that incentive funding be provided for the former technical branch and Redlands Community College.

RECOMMENDATION #7--REGIONAL UNIVERSITIES. State Regents recommend:

- That the existing Board of Regents of Oklahoma College system be continued, giving enhanced emphasis to the opportunity to compare the programs and performance of the institutions and to encourage replication of successful ideas within the system.

- That Cameron University be included under the governance of the Board of Regents of Oklahoma Colleges because of its similarity of function to other regional institutions.

- That Connors State College, Warner/Muskogee, be removed from A&M board governance and made a branch campus of Northeastern State University.

- That no change be made in the current Southwestern Oklahoma State University/Sayre affiliation and governance in light of the successful affiliation of the two campuses.

- That the Board of Regents of Oklahoma Colleges note the change in at least three of its current institutions in recent years to a more complex, urban focus and the need for close attention and future changes addressing the governance requirements of these institutions: the University of Central Oklahoma by virtue of its urban complexity, size and clientele; Northwestern Oklahoma State University to obtain a closer linkage to the Enid program and community; and Northeastern State University with its multi-campus involvement in Tulsa, Tahlequah, and Muskogee.

RECOMMENDATION #8--NORTHEASTERN OKLAHOMA A&M COLLEGE. State Regents recommend:

- That a new board with membership drawn from the service area of Northeastern Oklahoma A&M College, Miami, be created to govern this college.

RECOMMENDATION #9--TULSA METROPOLITAN AREA. State Regents recommend:

- That Rogers State College be included under governance of the Board of Regents of Tulsa Junior College and maintain its separate, free-standing identity.

RECOMMENDATION #10--CONNORS STATE COLLEGE. State Regents recommend:

- That Connors State College in Warner and Muskogee be removed from A&M governance and become branch campuses of Northeastern State University.

RECOMMENDATION #11--TECHNICAL INSTITUTE. State Regents recommend:

- That Oklahoma State University Technical Branch, Okmulgee, remain as a constituent agency of OSU and seek collaborative affiliations with metropolitan technical education institutions.

RECOMMENDATION #12--LANGSTON UNIVERSITY. State Regents recommend:

- That no change be made in the current A&M governance of Langston University, recognizing its land-grant status.

RECOMMENDATION #13--UNIVERSITY OF SCIENCE AND ARTS OF OKLAHOMA. State Regents recommend:

- That no recommendation be made at this time on governance because of the pending mission review for this institution.

RECOMMENDATION #14--SAYRE. State Regents recommend:

- That no change be made in the current Southwestern Oklahoma State University/Sayre affiliation and governance in light of the successful affiliation of the two campuses.

RECOMMENDATION #15--ROSE STATE COLLEGE. State Regents recommend

- That no change be made in the governance of Rose State College in view of the testimony of its constituencies that they deem themselves separate from the Oklahoma City community.

RECOMMENDATION #16--FREE-STANDING COMMUNITY COLLEGES WITH SINGLE BOARDS. Because the governance of remaining community colleges not mentioned above embodies the principles set forth, no changes are being proposed. State Regents do recommend that all possible avenues be pursued to secure local support for all community colleges.

Part IV of the complete document titled "Oklahoma Governance: Report and Recommendations" provides rationale for departing from the State Regents' 1970 position of a governing board for each institution, and it also provides additional detail and rationale for the changes resulting from the public input. The report also identifies several public policy areas as well as the potential governance issues to be addressed in the future.

Why a governance study? Change for the sake of change is obviously unnecessary and unwarranted. Change for the sake of improvement, with orderly review in consultation and recommendation, before a crisis develops, is a very worthwhile exercise. Many people have said "If it ain't broke, don't fix it." Unfortunately, that attitude invites a crisis for lack of vision in planning. Excellence, efficiency, and student success are the ultimate goals of all State Regents' policy development. It was with those goals in mind that the State Regents developed the recommendations contained in this document.

The State Regents express appreciation to the thousands of Oklahomans who participated in the public policy discussions on governance and respectfully submit the above recommendations to the Governor and members of the Oklahoma Legislature.

PART I
INTRODUCTION

Impetus for Study.

House Bill No. 2246 of the 1992 Oklahoma Legislature requested that the Oklahoma State Regents for Higher Education:

> *. . . examine the current system of governance of Oklahoma institutions of higher education and submit a report and recommendations to the Oklahoma Legislature by January 1, 1993. Such recommendations shall also examine qualifications for board service and shall be consistent with the functions assigned each institution.*

Contained in that same piece of 1992 legislation was language transferring the governance of Cameron University from the Board of Regents for the Oklahoma Agricultural and Mechanical Colleges to the Board of Regents of the University of Oklahoma. The Cameron transfer, like the sudden transfer of the osteopathic college from its own board to the A&M Board in 1988, had raised some concern about the handling of governance matters.

Other concerns have been expressed about the governance system in recent years. *Oklahoma's Secret Crisis*, a report prepared in 1987 by a citizen task force, found the current governance system inefficient; and it recommended reducing the number of boards to 5 and adding a number of community advisory boards.

Another recent resurfacing of the governance question occurred in the *Study on the Delivery of Lower Division Collegiate Programs and Services in the Metropolitan Oklahoma City Region* conducted by Dr. Dale Parnell, President Emeritus of the American Association of Community and Junior Colleges. Essentially, Dr. Parnell recommended that the ideal "new beginning" solution would be to bring the existing lower-division institutions in the Oklahoma City metropolitan area as well as the Oklahoma City metropolitan area technical schools together under the common governance of a Board of Regents of Oklahoma City Community Colleges.

The governance question also surfaced several times on the State Regents' agenda, the last time in 1987 as a result of the *Secret Crisis* recommendations. The Regents stated then, as they have over the past decades, that there be a single governing board for each institution.

The single board for each institution has been the consistent position of the State Regents since 1970, a year when seven nationally known experts were brought to Oklahoma to advise State Regents on 12 issues. The seven experts were: J. B. Culpepper, Lyman Glenny, Earl McGrath, S. V. Martorana, James L. Miller, Jr., John Dale Russell, and James L. Wattenbarger. One of the issues was the structure and organization for control of higher education. Excerpts from their recommendations are contained as Attachment "I" to this report, and highlights are:

- *The deficiency in the Oklahoma governance structure "that one sees is the uneven grouping of some kinds of institutions under a single board. The experience across the country has pretty well indicated that if junior or community colleges are grouped with senior level institutions that the community college function is not properly exercised. The same may also be said about the same board governing a comprehensive university and also governing institutions of the state college variety. Consequently, the grouping that one finds in Oklahoma under the OSU Board where all three kinds of institutions are present, is no longer found in most other states for reasons of experience rather than reasons of some vague ideal. (Lyman Glenny)*

- *The simplest and most direct approach to improving the structure for organization and administrative control of higher education in Oklahoma would be to establish for every operating institution in the state, a separate and individual board of control to govern and manage that institution. (S. V. Martorana)*

- *I think it is highly desirable that the institutions each be given an individual governing board if this is politically feasible. The number of governing boards may seem large for people accustomed to thinking of the number that exist today but it is a very small number if one thinks of the number of public school boards. (James L. Miller, Jr.)*

- *A major factor in the business of boards is that no board should be responsible for institutions of several different types. The Oklahoma A&M Board is a beautiful example of a board whose members are expected to keep reasonably informed concerning a complex graduate university and also concerning the issues surrounding senior colleges and also the issues surrounding two-*

year colleges. Board members simply get lost in this kind of maze. Dedicated laymen can be expected to do a lot but they cannot be expected to do the impossible. (James L. Miller, Jr.)

State Regents will take this opportunity to reconsider their long standing position on governance and to submit their best counsel to the Governor and members of the Oklahoma Legislature who are empowered to bring about this kind of change. Regents acknowledge at the outset that their recommendations should facilitate achievement of system goals related to student success, accountability, efficiency, and improved partnerships and communications among boards.

Timetable for Study

In responding to the request, State Regents set a timetable and approached the problem as follows:

Timetable for Study

JULY	Preliminary discussions/data gathering
AUGUST/SEPTEMBER	Secured assistance of four nationally recognized governance experts and scheduled preliminary discussions
	Received input from governor and legislative leadership
	Requested input from institutions and governing boards
OCTOBER	Consultant(s) visit to Oklahoma and visits with boards/institutions
	Meeting with consultants, receipt of written comments and input, and development of draft study
NOVEMBER	State Regents' discussion of draft document
DECEMBER	State Regents' acceptance of document for purposes of public hearings and discussion with institutions/governing boards
	Wide distribution of document
DECEMBER/JANUARY	Continued public hearings and institution/board input.
	Fine-tuning of report
	Adoption of final report/recommendation at January Regents' meeting
FEBRUARY	Submission of report/recommendations to Governor/Legislature.

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External Counsel.

National experts selected to assist in the study all come with some familiarity with Oklahoma's governance system and differing perspectives about optimal governance arrangements. They are:

Governance Team

DR. HAROLD ENARSON:

President Emeritus of Ohio State University and Senior Advisor to the Western interstate Commission for Higher Education.

DR. ROBERT BERDAHL:

Director of the Institute for Research in Higher and Adult Education and Professor of Higher Education, University of Maryland at College Park.

DR. ROBERT GALE:

President Emeritus of Association of Governing Boards of Universities and Colleges, Trustee for Carleton College (MN), and Director of the National Center for Nonprofit Boards

DR. PAT CALLAN:

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A short bio-photo for the consulting team is provided as Attachment "A" to this report.

Content for the Study

Several interrelated issues are contained in the governance study and recommendations and reflected under two broad categories as follows:

1. Board Member Qualifications
2. Governance Structure

No governance structure will work well without board members who are qualified and interested in serving. Qualifications for board service was first addressed with attention given to the existing requirements and current responsibilities of board members. Governance structure were then addressed with attention given to the history and tradition of Oklahoma governance. Part IV of the study contains the State Regents' recommendations and reflects some of the rationale for proposed change. Finally, the advice, observations, and recommendations of the four governance experts are included as insightful appendices to this report. It should be noted that while the body of this report was prepared by the State Regents, Chancellor, and staff, the governance team in its role as sounding board and critic, has shaped the document.

Assumptions for the Study

The Oklahoma State Regents for Higher Education have been asked by virtue of their statewide planning responsibility to conduct this study of governance and to make recommendations to the Oklahoma Legislature. The State Regents speak with some familiarity on this topic. Not only do many of the State Regents' duties and responsibilities fall within the traditional governance category, but the State Regents have also served in the past as the governing board for institutions. The State Regents' role in administering the Regents Education Program, a program statutorily created by the Oklahoma Legislature in 1990 to provide continuing education for governing board members, likewise enhances State Regents' sensitivities and understandings of governing boards. The deliberate, enhanced interaction over the past four years between the State Regents and governing boards has also given State Regents' a renewed appreciation and understanding of the very difficult responsibilities of governing board members.

With the heightened sensitivities as noted above, it will be easier in some respects and more difficult in others to make recommendations dealing with change. Any change State Regents might propose that would enhance student success and ease the governing board task might readily be interpreted as a condemnation of the current system and the fine people who render invaluable service and leadership within it. That interpretation is simply not accurate, but no doubt an inordinate amount of time will be spent offering these assurances.

The assumption underlying the State Regents' recommendations is to provide the best recommendation to state leadership unhampered by statutory or constitutional changes that might be necessary. In short, the State Regents have attempted to forward recommendations on governance that will help meet the current and emerging needs and demands on higher education. *Every attempt has been made to forward recommendations on the basis of what is fundamentally right for Oklahoma higher education.*

The State Regents have elicited the views of the nation's leading experts and sought the views of institutional officials, regents, trustees, and the public generally. Those views are reflected herein for the perusal of state leaders.

With these recognitions and assumptions, the report and recommendations on "Oklahoma Governance" is respectfully submitted.

PART II
QUALIFICATIONS OF BOARD MEMBERS

Of far greater importance than governance structures or the "rearranging of boxes" is the issue of getting good, competent, and interested individuals actively involved in board service. An observation by one member of the visiting governance team, in fact, noted that "No rearrangement of boxes on a chart can be a substitute for the imperative of finding highly qualified and competent people to serve."

This section addresses issues associated with identifying and selecting good, qualified board members and evaluating board performance. Some discussion of the role of higher education board members and requirements for service is also contained in this section.

Governing Board Responsibilities--Nationally

Most experts seem to agree that selection of the president is one of the governing board's most important responsibilities. John Nason perhaps states it best in *The Nature of Trusteeship: The Role and Responsibilities of College and University Board*, 1987:

Governing Board Responsibilities

1. To appoint, support, and assess the performance of the president.
2. To clarify the mission.
3. To approve long-range plans.
4. To approve the educational program.
5. To ensure the well-being of faculty, students, and staff.
6. To ensure strong financial management.
7. To ensure adequate financial resources.
8. To preserve institutional autonomy.
9. To interpret the campus to the community.
10. To interpret the needs of society to the campus.
11. To serve as a court of appeal.
12. To assess their own performance.

*John Nason, 1987

Oklahoma Governing Board Responsibilities

In Oklahoma, governance responsibilities are split with the State Regents as statewide coordinating board of control of institutions having some governance responsibilities and with governing boards having the remainder. From the Nason list, the Oklahoma State Regents for Higher Education have constitutional authority for granting degrees while the institution confers them. The State Regents approve courses and programs while the institution oversees them and makes requests. The State Regents also assign the function, set fees, and determine the budget needs of institutions. Duties of governing boards are set forth in Attachment "E" and generally relate to (1) hiring and fixing duties of personnel, (2) entering contracts and purchasing equipment, (3) receiving and administering monies, (4) taking title to property, (5) instituting legal action, (6) supervising buildings, and (7) establishing plans for tenure and retirement of employees.

Early Disclosure/the Acid Test

Board members have long complained that had they known what they were walking into, they might never have accepted a board appointment. Certainly the time commitments are tremendous. A 1967 survey showed that on the average, public regents spent 9.6 hours monthly on board business (Nason, 1982). Oklahoma regents say that 10 to 20 hours per month is a modest figure (Brisch, 1991).

Board members are taken aback by other harsh realities of the job as well. In a 1992 *Report on the Selection and Quality of Regents and Trustees for State Higher Education Governing Boards,* conducted by the Oklahoma House of Representatives, findings showed that 44 percent of current regents had limited or no knowledge of their duties prior to appointment. Only 32 percent felt reasonably informed. Early in his term, Governor Walters asked Chancellor Brisch to prepare a sort of "Acid Test for Considering Service as a Regent."

The following "acid test" serves as both a screening device and as an "appointee beware" notification.

THE ACID TEST

Each year, the Governor appoints 20-30 individuals to serve on Oklahoma's 20 higher education boards. Collectively, they hold the future of Oklahoma higher education in their hands. They are people who must:

COMMIT TIME: Contribute 10-20 hours each month on the average in preparing for and attending official board meetings and other institutional activities.

GO BACK TO SCHOOL and take 15 clock hours of continuing education required of all new regents.

ACCEPT RESPONSIBILITY for the institution and be accountable for the quality of its product, the fiscal and academic soundness of its operation, and its ethical values.

GOVERN WISELY: Govern the institution with a familiarity of its mission, plans, strengths, weaknesses and consistent with the role of a regent serving on a uniquely American lay board in the world of academe.

LEARN THE LAW: Understand and comply with laws relating to public bodies (including laws governing open meetings, open records, ethics, and nepotism).

LIVE IN A FISH BOWL: Disclose personal financial information under the state's financial disclosure act and be prepared for the often critical public spotlight.

SIT IN THE HOT SEAT: Balance the needs of students, faculty, administration, alumni, business, the institution, government, and the public and withstand pressures to deviate from the overall course.

BE STRONG AND SMART: Support the president with strength--not docility; become knowledgeable quickly and ask critical questions.

BE AN INDIVIDUAL AND A TEAM MEMBER: Argue fiercely in board deliberations about appropriate courses of action and then leave individual arguments behind to accept and support board action.

ACCEPT RESPONSIBILITY: Think of the office in terms of its responsibility before its honor.

Current Requirements for Service/Selection.

Legal requirements for service as a member of Oklahoma higher education boards are outlined in the Oklahoma constitution and statutes and generally fall into eight categories. Detailed information is shown as Attachment "B." Generally speaking, the criteria and the number of boards that must adhere to those criteria are:

Current Qualifications for Board Service

Not an employee of State System	2
Geographic residence	12
State citizenship	2
Age	1
Profession	5
Graduate of Oklahoma institution limit	1
Ex-officio members	2
Not a state, national, or county officer	3

Seven of the 20 boards have no legal qualifications for service. One board (the Oklahoma State Regents for Higher Education) requires seven of the eight criteria while requirements for service on other boards range from one to four criteria.

There is a great deal of professional commentary on qualifications for board service. A report from the National Commission on College and University Trustee Selection, *Recommendations for Improving Trustee Selection in Public Colleges & Universities,* notes several points of interest to the Oklahoma qualification criteria:

- Regents of public boards should be appointed by the Governor from a list of nominees who have been carefully screened by a special committee.
- The special committee should assess potential regents in terms of background, skills, and diversity (ethnic, racial, sexual, age, geographic, social, and political) and recommend an appointee who will complement or balance the board's existing membership
- The special committee should assess potential regents in terms of personal and professional background, sense of commitment, interest and knowledge of the institution and trusteeship, and skills, abilities, and personal characteristics that might benefit a particular board.

- When elected public officials are members of governing boards, they should be ex officio and without voting privileges.
- Political party affiliation should not be a criterion for appointment.
- There should be no residence requirements which prevent qualified people from serving on governing boards. Community colleges are no exception except where the boards have local taxing authority. "At large" members can provide the board with a broader view without jeopardizing local autonomy.

The diversity criterion mentioned above is worthy of more discussion. A standard criticism in past years has been the monolithic character of board memberships--largely white, Anglo-Saxon, Protestant, male, well-to-do business and professional men, over 50 in age (Nason, 1982). Of those board members who completed the 1992 Oklahoma survey, it appears that the majority of Oklahoma regents and trustees are male, white, and over 50 in age.

In terms of qualifications for service on one of Oklahoma's higher education boards, then, eight legal criteria are specified. Those criteria are not consistent across all boards, and there is no recommendation that they should be. Neither is there a recommendation that the criteria be expanded. There are several criteria that should be questioned and changed. One is the profession requirement set by Constitution for the Board of Regents for the Oklahoma A&M Colleges which requires a majority of the members to be farmers. Another requirement is the ex officio memberships for the A&M Board and the Oklahoma College Board now that institutions governed by these two boards have grown substantially beyond their respective agriculture and normal school functions.

Of greater importance than changing legal requirements or attempting to legislate new ones, are the personal criteria that can be ascertained through an identification and selection process. In most states, political factors weigh heavily in the appointment and confirmation processes. Governors with the best intentions are under great pressure to appoint major supporters to prestigious boards, and Senators with their own candidate or with bias against a proposed one often withhold confirmation sponsorship. A recent AGB Occasional Paper (No. 13) on *Policies for Improving Trustee Selection in the Public Sector*" (Patrick M. Callan and Dean Honetschlager) cite a number of recent observations about governing boards and attribute the weakening of public governing boards to the quality of board appointments.

An appointment commission of some sort which identifies and makes recommendations to the Governor is one solution. Several states (i.e., Minnesota and Kentucky) have instituted such an approach, and a measure was introduced during the last Oklahoma legislative session following a report from the Oklahoma House of Representatives entitled *The Report on the Selection and Quality of Regents and Trustees for State higher Education Governing Boards, State of Oklahoma.* Key components of such legislation include:

- The establishment of a regents' nominating body
- Responsibility of the nominating body to submit three or more nominations to from which the Governor shall select an appointment.
- Ability of the governor to reject slate of nominations thus starting the process over.
- Consideration by the nominating body of the needs of respective institutions, existing board balance, strengths, and weaknesses, and qualifications of candidates.

The AGB occasional paper makes several valuable recommendations about ways to improve the confirmation process, including:

- Develop statements of criteria to use in the confirmation process.
- Provide adequate staff and funds to ensure proper investigation of candidates'

credentials

- Involve legislators and staff most knowledgeable about higher education in the confirmation process.
- Review the performance and qualifications of trustees nominated for reappointment.
- Provide for the orientation and in-service education of trustees, and appropriate funds for these activities.

With the institution of an appointment commission of sorts will come the ability to do what was recommended by the National Commission on College and University Trustee Selection; that is, to assess potential regents in terms of personal and professional background, sense of commitment, interest, knowledge, skills, abilities, and personal characteristics. A commission of this type will also be able to recommend appointees who will complement or balance the board's existing membership.

Evaluation of Boards

Evaluation and assessment have drawn increasing interest in higher education over the past decade as funding becomes more constrained, as public accountability demands intensify, and as higher education leaders attempt to maintain quality programs and services in the face of increased demand and declining resources. One of the chief responsibilities of the board, in fact, is the periodic assessment of presidential performance. The Association of Governing Boards (1984) urges boards to assess their own performance at the same time that they choose to review the president's.

Board self-assessments will become increasingly important in the months and years ahead as higher education boards make significant adjustments in their operations to handle some of the challenges. The May/June issue of *AGB Reports* captured the situation well in an article titled "Higher Education Must Change."

> We believe the current economic crisis confronting many institutions is real and worsening and will, absent a change in business as usual, imperil the most successful higher education system in the world, weakening our national economy, our security, and our quality of life.

Authors noted that Regents and Trustees must be leaders for change.

Self-study criteria and guidelines have been compiled by the Association of Governing Boards and successfully used by boards nationwide. Self-study for Oklahoma governing boards and the State Regents would provide valuable insight about the board's functioning and ways that board operations could be improved. While there are many questions that first must be answered such as how to ensure that all boards will conduct self-evaluations and how boards will utilize results to improve performance, the overriding concern at this point is that the process begin. The process should include all boards of regents and trustees including the Oklahoma State Regents for Higher Education.

PART III
GOVERNANCE AND STRUCTURE OF OKLAHOMA HIGHER EDUCATION

Overview of Existing Governance Structure

Oklahoma has 20 higher education boards described as follows and reflected in Attachment "C:"

Oklahoma Board Structure

1	Statewide "coordinating board of control of institutions" (constitutionally authorized)
15	Boards governing 25 colleges and universities (3 are constitutionally authorized and 12 are statutorily authorized)
1	Board governing the University Center at Tulsa (statutorily authorized)
3	Boards administering the three higher education centers (all are statutorily authorized)

COORDINATING BOARD.

The Oklahoma State Regents for Higher Education was established by constitutional amendment in 1941. Legal responsibilities of the State Regents as specified by Article XIII-A of the Oklahoma Constitution and statutes are shown as Attachment "D." They include setting of standards for each institution, determining functions and courses of study at each institution, granting degrees, recommending budget allocations to each institution, recommending fees and tuitions, allocating funds to each institution and a host of other duties.

GOVERNING BOARDS.

Oklahoma governing boards generally have similar responsibilities. They include supervision, management, and control of the institution, employing and compensating personnel, entering contracts and purchasing equipment and materials, accepting gifts, taking title to property, supervising buildings. Legislation for one board is provided as a sample in Attachment "E."

For the board administering the University Center at Tulsa, duties are generally the same as those listed above for the colleges and universities except for those relating to faculty since the University Center at Tulsa has no faculty.

ADMINISTRATIVE BOARDS.

All of the administering boards for the higher education centers have responsibilities as shown on Attachment "F" and have general responsibility for providing facilities, negotiating agreements with participating institutions for offering courses and programs approved by the State Regents, selecting a chief executive officer, entering contracts, and administering monies.

ORGANIZATION CHART.

The chart shown as Attachment "C" shows the organization of Oklahoma's governance system.

There are several points worth mentioning in understanding how the system operates. First, the State Regents have been assigned some responsibilities typically found in governance boards. The constitutional language makes the State Regents the "coordinating board of control of institutions." On the Attachment "C" organization chart, the lines of authority go from the State Regents directly to the institutions and not from the State Regents to governing boards. Both constitutional and statutory language go on to give State

Regents responsibilities often found in governing boards. Approval of courses and programs is one responsibility given to the State Regents and noticeably absent in the governing board charge. Setting of fees, allocation of funds, approval of operating budgets, and setting of standards are State Regents' responsibilities oftentimes found in governing board charters. While Oklahoma legislation expressly prohibits State Regents' involvement in individual personnel decisions (i.e., hiring of presidents, faculty, etc.), other parts of the statutes require the State Regents to exercise systemwide leadership in the establishment of salary, benefit and workload schedules for faculty. The State Regents are also responsible for other systemwide programs and activities as reflected on Attachment "D."

Oklahoma higher education has been often criticized in recent years for having either too many institutions, too many boards, or both. Cost is often cited as a rationale for that attack. Attachment "G" reflects the FY 93 budgeted costs for Oklahoma's higher education governing/administering boards. Essentially, all of the governing boards have about the same legal responsibilities whether they are governing one or six institutions, whether they are governing small or large institutions, or whether they are governing community colleges or research universities.

Traditions and History

Some knowledge of the Oklahoma governance structure is needed to understand where change will be possible and where it will be difficult.

While many view the existing governance system as flawed, just as many seem to hold the existing system as inviolate. Yet, over the past two decades, three institutions have left governance by the Board of Regents for the Oklahoma Agricultural and Mechanical Colleges: Murray State College in 1972, Eastern Oklahoma State College in 1972, and Cameron University in 1992. The University of Oklahoma Board of Regents, despite its name, has become the governing authority for Cameron University (1992). The Board of Regents for the Oklahoma A&M Colleges became the governing authority for Oklahoma's freestanding osteopathic college when it was merged with Oklahoma State University in 1988. The local board of trustees for Sayre Junior College became defunct when that college was subsumed under Southwestern Oklahoma State University and thus the governance of the Board of Regents of Oklahoma Colleges in 1987.

Going back another quarter of a century shatters the notion of a permanent governance arrangement yet further. Creation of the junior colleges and their individual and local governing boards characterized this period. As municipal junior colleges were converted to state two-year colleges, these institutions also obtained their own state governing boards. That same period saw several institutions move from the governance of the State Board of Agriculture to the Board of Regents for the Oklahoma A&M Colleges.

Over the course of a century, Oklahoma higher education governance has been anything but static. During the second decade of this century, all colleges and universities were governed either by the State Board of Education or the State Board of Agriculture. Langston University has perhaps seen the most change, starting with its own board for 13 years, governed by the State Board of Education for 8 years, back to its own board for 20 years, governed by the Board of Regents of Oklahoma Colleges for 4 years, then governed by the State Board of Agriculture for 2 years, and then finally in 1945 landing under the governance of the Board of Regents for the Oklahoma A&M Colleges where it remains today. The regional universities now governed by the Board of Regents of Oklahoma Colleges have seesawed back and forth over the decade between governance by the State Board of Education and governance by either the board of normal schools or Oklahoma colleges. And the Board of Regents of Oklahoma Colleges has also governed two-year institutions, including

Northeastern Oklahoma A&M College in Miami between 1939 and 1943.

Excepting the new two-year colleges formed since the late 60s, every institution in Oklahoma has had two or more governing authorities since its inception. Attachment "H" charts the governance changes over this century.

At the time of the coordinating board creation, seven of today's 25 colleges and universities had either not yet been established or made a part of the State System. Constitutional status was granted the OU Board (1944), the Board of Regents of Oklahoma Colleges (1947), and the A&M Board (1944). Constitutional amendments for two of the remaining boards (USAO and Rogers, 1955) failed.

This historical examination is relevant to understanding today's governance system. Control of higher education in the 1930s largely resided with the governor and legislature. Governing boards that existed, including those for OU and OSU, had little real power. Board members (and often presidents) were many times replaced with the swearing in of a new governor. Executive orders and veto of legislative appropriations closed institutions for periods of time and attempted to dictate programmatic offerings. Institutions that could bargain most effectively or who were blessed with powerful legislators reaped higher appropriations while other institutions existed under poverty conditions. Under these political and unstable conditions, many Oklahoma colleges and universities could not gain accreditation; and the public became increasingly dissatisfied with political rivalries, the wasteful competition, and what they felt was either too many institutions or too many duplicated efforts. On the eve of World War II and under these conditions, the State Regents were formed by constitutional amendment and given both governance and coordinating powers over a new State System of Higher Education that was also created in the same amendment. In overlaying the existing governance structures with the new State Regents structure, there was some power shifting. State Regents received much of their new found power by virtue of transfer from the Governor and from the Legislature. Some powers were shifted from existing governing boards to the State Regents.

Another factor relating to governance history and traditions relates to the other education sectors. Oklahoma higher education has often been criticized for having too many institutions and too many governing boards. Its 20 higher education boards with 155 board members does, in fact, seem absurdly high from the perspective of the ordinary citizen who cannot distinguish one board (or their responsibilities) from another. To the critics and the confused, it is useful to look at higher education in the context of all Oklahoma education and its boards.

Education Institutions/Boards

Education Sector	# Institutions	# Boards	Students	Average # Students Per Board
Higher Education	29	20	218,601	10,930
Elementary/Secondary	1,900	595	604,276	1,016
Vocational Technical	49*	29	28,780** or 384,888	992** or 9,824

* 49 campuses in 29 districts
** larger figure includes students enrolled in high schools

SOME CONSTRAINTS

The following constraints should be considered in preparation of the recommendations:

- Four of the boards are constitutional and certain changes would require a vote of the people. The four boards are:
    - The Oklahoma State Regents for Higher Education

- The Board of Regents of the University of Oklahoma
- The Board of Regents for the Oklahoma A&M Colleges
- The Board of Regents of Oklahoma Colleges

- Both the OU Board and the Oklahoma College Board list institutions they govern in constitutional language. With the exception of Cameron University which was statutorily added this year under OU Board governance, no institution may be removed from either board governance without a vote of the people. See the current governance chart to see which boards govern which institutions.

- The three metro two-year colleges (Tulsa Junior College, Oklahoma City Community College, and Rose State College) have governing boards that also serve as governing boards for area technical districts. These three institutions are the only Oklahoma institutions receiving local funds. When formulating recommendations for the Oklahoma City lower-division education delivery study two years, Dr. Dale Parnell recognized arguments of these institutions that change of institutional status and perhaps governance arrangements might jeopardize this funding source.

GOVERNANCE MODELS

While there are merits to each of the following governance approaches and those were acknowledged early on by the State Regents, certain approaches were discarded in whole or in part by the State Regents for reasons as indicated below.

Traditional Governance Models

- Own Board for Each Institution
- Superboard System (State Regents as coordinating and governing for all institutions)
- Farm System (alignment of various types of institutions with either OU or OSU or some other clustering variation)
- System of Systems (groupings of like-type institutions)
- Combination System

The pure notion of a board for each institution was discarded largely because Regents felt that larger numbers of boards would create inefficiencies, they would be more costly, objectives for the State System would be harder to communicate, and agreement and cooperation would be harder to obtain if more boards were added to the bargaining table. There was also the unspoken worry about quality of board members; with 155 current regents and trustees positions, the Governor may be hard pressed to find good, qualified appointees to these boards. Currently, 12 colleges and universities have their own governing board; and the State Regents recognize the need for community colleges to have local boards.

The superboard idea was also discarded. The State Regents have some governance responsibilities along with their coordinating responsibilities, but they are not close enough to the scene to obtain intimate familiarity with institutions. While it might be efficient for the State Regents to take on the remaining governing responsibility and to operate with input from local advisory boards, State Regents were agreed that they likely would not be very effective and that students would not be best served. The arrangement would likewise not offer the distance needed to maintain the statewide policy perspective. Neither are the State Regents willing or able to assume assignments that would broaden their already broad powers to an unmanageable point.

The System of Systems approach likewise posed some advantages for the State Regents. Fewer boards were argued as less costly, appointments would be easier, more efficiencies might be gained, and power would be centralized. On the other hand, it was also argued that these mini-system boards established new costly bureaucracies that simply sought to replicate data systems and functions constitutionally given to the State Regents. More worrisome though was the idea that the local intimate knowledge needed to round out State Regents' decision making would be lacking. The system approach was also counter to State Regents' preference for community colleges to have their own governing boards.

The Farm System was the first to be discarded. While some pointed to advantages of improved articulation within subsystems, it was recognized from the state's (and nation's) past experience that the smaller outlying institutions or branch campuses would suffer from benign neglect and that articulation within the entire State System would not necessarily be helped. There was a strong aversion among the State Regents to combining different types of institutions under one governing board umbrella. Given the complexities of today's board responsibilities, it is difficult to manage more than one institution and nearly impossible in their judgment to manage institutions that are dissimilar in function.

Few State Regents gave the current system high marks. The current system is a combination approach of sorts. It is simply not the right combination.

The current system has a board for each of 12 institutions, it has two boards that govern multiple institutions of different types, and it has one board that governs 6 like institutions. It is a farm system of sorts with some boards governing institutions which have subsumed two-year colleges, technical branches, branch campuses, and constituent agencies. The system has yet another dimension with the administrative boards for the centers which stop just shy of being governing boards by virtue of not having faculty or academic programs.

Thus, the direction of the Regents appeared to be toward a new combination approach specially designed to achieve System goals as earlier expressed. External consultants further advised the State Regents on the advantages and disadvantages of the different models, reviewed national trends, and helped guide the State Regents in structuring their new combination approach.

PART IV
RECOMMENDATIONS

Higher education governance was reviewed numerous times between statehood and 1970 but has not been formally reviewed in 23 years. The nature and goals of higher education nationally and in Oklahoma have changed substantially during that time, and our governance system has not changed to adjust to the new conditions. It is not so much governance that binds today's institutions together in achieving efficiencies as it is the new technologies, innovations like Oklahoma's higher education centers, and even budgetary woes forcing new kinds of cooperation.

The official position of the State Regents, dated 1970, is that each institution should have its own board. Recommendations contained in this report depart from the 1970 position by recognizing that certain conditions warrant a clustering of several institutions under one board. Principles undergirding the State Regents' recommendations are:

- **LOCAL CONTROL/COMPARATIVE EXPERIMENTATION/ METROPOLITAN COORDINATION**: Each institution and its community (local, regional, state) deserve the full-time attention and support of a board. Exceptions are beneficial when a single board can effectively govern like-type institutions with similar missions. For community colleges, exceptions are warranted in the metropolitan areas where several of these colleges are serving the same community.
- **EXCESSIVE SPAN OF CONTROL/DISSIMILAR INSTITUTIONS/ MULTIPLE LEVELS:** The span of responsibility for boards governing the state's two comprehensive research universities must be reduced and made more manageable. More focused attention must be given to the complexities of these large universities and the enhanced cooperation and collaboration needed between them.

Generally speaking, the external governance team concurs with the State Regents' recommendations and offers the following support for change from the existing status quo:

- *The shortage of funding makes it more than ordinarily important to construct the most effective governance structure in Oklahoma.*
- *...all seven of the Regents' outside consultants in 1970, and all four of us in 1992 agreed that campus governance is best achieved when there is one governing board for each campus. Yet it must be acknowledged that there may be factors operating in Oklahoma which would justify departing from that pattern.*
- *In the case of regional four-year campuses with similar missions, a multi-campus board may be justified, if the span of responsibilities is manageable.*
- *It is rare that two-year institutions flourish under a board that is also responsible for a major senior university.*
- *Although there are powerful reasons in logic and experience for providing a governing board for each institution, there may be compelling reasons for linking lower-division campuses under a single board when they operate within the same metropolitan district.*

The recommendations on governance change are reflective of advice from the external governance team and of input received during the public hearing process. The State Regents listened carefully throughout the lengthy and substantive input process and have modified their preliminary recommendations based on new information brought to the public policy deliberation process.

RECOMMENDATION #1-- ENHANCED OKLAHOMA BOARDS.

Qualifications of Board Members. State Regents recommend:

- That a committee be statutorily established to identify qualified candidates for Oklahoma's higher education boards and to advise the Governor in making appointments.

- That the ex-officio position of State Superintendent of Public Instruction on the Board of Regents of Oklahoma Colleges be eliminated since institutions governed by this board are no longer dominantly teacher colleges.
- That the expanded mission of the A&M board institutions be reflected in the membership of that board by eliminating the ex-officio position of the President of the State Board of Agriculture and by reducing the requirement that the majority of the remaining members be farmers.

The State Regents have not formulated specific recommendations about membership or appointing authority for a committee to advise the Governor in identifying and making appointments to Oklahoma's higher education boards. They note, however, recent statutorily enacted and successful commissions of this nature in Minnesota and Kentucky and offer these structures as models for consideration by the Governor and Oklahoma Legislature. These models as well as the one introduced by the 1992 Oklahoma House of Representatives feature such components as: (1) the establishment of a regents' nominating body, (2) responsibility of the nominating body to submit three or more nominations from which the Governor shall select an appointment, (3) ability of the Governor to reject a slate of nominations thus starting the process over, (4) consideration by the nominating body of the needs of respective institutions, existing board balance, strengths and weaknesses, and qualifications of candidates.

As stated above, the State Regents largely base their recommendation on eliminating ex officio positions and the farmer profession criteria on the fact that the colleges and universities governed by these boards have changed a great deal since the time these criteria were enacted. There is no question that agriculture and teaching are of prominent importance to Oklahoma and to the education process on campuses; however, institutions have taken on much broader assignments reflective of today's needs. Board membership should reflect new constituencies and new assignments. As noted in recent national literature on this topic (See Part II), the determining criteria for board member qualification should be more along the lines of background, skills, diversity (ethnic, racial, sexual, age, geographic, social, and political), and complementarity to existing membership and less on artificial restrictions of residence and ex officio requirements.

Empowerment. State Regents:

- Commit to a philosophy and plan of action to empower governing boards. Such a plan of action includes enhanced communications that more fully involve governing boards and a delegation of authority.

Since 1988, the State Regents have commenced an effort that recognizes the important role of governing boards. Although many traditional governance powers (course/program approval, fee-setting, mission setting, etc.) are legally lodged with the State Regents, the State Regents have attempted to involve governing boards in the approval loop. This recommendation goes an additional step in governing board involvement. It is intended that governing boards and institutions take a stronger lead in many areas, particularly where familiarity with the community and student markets provides them with a decided advantage. In the area of fee and tuition setting, for example, State Regents could listen and be heavily influenced by governing boards on the rates that should be charged. Rather than establishing a one-size-fits-all fee for every institution in a tier, State Regents might act on the governing board's recommendation. There are numerous opportunities for the State Regents to decentralize authority and to alleviate perceptions noted by the on-site team that "State Regents want to control everything." With the acceptance of this recommendation, the State Regents also charge the Chancellor to assemble institutional officials and governing board representatives to determine ways that authority can be decentralized and the system become more flexible.

- Commit to review institutional governance every five years and to offer advice to the governor and legislature consistent with goals of academic excellence, efficiency, and student success and the System's capacity to meet them. Through this orderly process, governance changes would be considered in response to these goals and with full public participation prior to legislative action.

Several themes emerged in the course of conducting the governance study and the public hearings. Recent handling of governance changes had caused strong resentment in the public and had stirred up apprehensions on campuses. The intent of this recommendation is to allow the governance question to be considered in a public forum when it is considered and to put the subject to rest except for periodic public reviews. Critics of this study and process are correct in noting the larger issues on the agenda that need the full attention of higher education. However, the cease fire must be observed by all.

Board Evaluation. State Regents recommend:

- That all boards, including and starting with the State Regents, undergo a self-evaluation at least every five years to improve performance, identify areas for change, and enhance accountability to the public. Independent, external expertise should be used in the evaluation, input should be received from all board constituencies, and boards should consider making the evaluation results available to the public.

There was fairly widespread support for this recommendation. While the external consultants urged that advice and counsel should be provided on the evaluation is best done, State Regents have not specified specific evaluation approaches other than to say that (1) it should be done at least every five years, (2) its purpose should be to improve performance and identify areas for board change, (3) independent, external expertise should be used, (4) input should be received from all board constituencies, and finally that (5) boards should consider making the results available to the public. With approval of this recommendation, the State Regents' authorize the Chancellor to work with the Association of Governing Boards or other national experts to develop a suggested approach that can be shared with Oklahoma's governing boards. The Regents also authorize the Chancellor to work with national experts in scheduling the first external, independent evaluation of the Oklahoma State Regents for Higher Education some time within the next 18 months.

RECOMMENDATION #2--UNIVERSITY OF OKLAHOMA BOARD. State Regents' recommend:

- That the University of Oklahoma board govern only the University of Oklahoma and its constituent agencies.
- That Cameron University be transferred from governance by the Board of Regents of the University of Oklahoma to governance by the Board of Regents of Oklahoma Colleges because of its similarity to other regional institutions.

The rationale for this recommendation is stated in the underlying principle noting that the span of responsibility for boards governing the state's two comprehensive research universities must be reduced and made more manageable. While the OU Board did not respond or indicate its position regarding the recommendation, both the OU and Cameron University presidents have made public statements indicating that the common governance structure allows beneficial affiliations and that the two institutions share commonalities. Public testimony on this recommendation was sharply divided with the majority speaking in favor of the recommendation. One citizen noted about the current OU board governance of

Cameron, "We are getting swallowed up. We're much better off in Lawton, Oklahoma, having the same type of board that's governing Southwestern and Northeastern and the different regional schools. OU doesn't understand a small college campus; OSU didn't understand a small college campus. Please give us a chance to have our own identity and not get swallowed up." State Regents maintain their position of transferring governance of Cameron from OU to the Board of Regents of Oklahoma Colleges. The function of Cameron is far more closely aligned with those of the regional universities than it is with a comprehensive research university. Nothing in the proposed governance change would prohibit the affiliations between Cameron and OU, many of which were in place long before last year's governance switch.

RECOMMENDATION #3--A&M BOARD. To improve the ability of the A&M Board to focus on the needs and opportunities of each of its institutions, State Regents recommend:

- That the A&M board govern only Oklahoma State University, OSU constituent agencies and institutions closely aligned with the agricultural and mechanical function:
- That Oklahoma Panhandle State University remain under A&M board governance but that the assignments for OPSU and OSU be altered by the State Regents to establish a pilot instructional telecommunications linkage between the institutions.
- That OSU Technical Branch, Okmulgee remain as a constituent agency of OSU and under A&M governance but that the Okmulgee branch seek collaborative affiliations with metropolitan technical education institutions.
- That no change be made in the current A&M governance of Langston University, recognizing its land-grant status.

- That OSU Technical Branch, Oklahoma City be (1) removed as a constituent agency of OSU, (2) be removed from A&M board governance, (3) become a free-standing institution, (4) be renamed, (5) be governed along with Redlands Community College and Oklahoma City Community College by a new board of regents, and (6) that incentive funding be provided.
- That governance of Northeastern Oklahoma A&M College, Miami, be transferred from the A&M board to a new board governing only this institution and with membership representing its service area.
- That Connors State College, Warner/Muskogee, be removed from A&M board governance and made a branch campus of Northeastern State University.

The intent of recommendations relating to the A&M Board likewise adhere to the underlying principle of reducing the span of control so that boards governing comprehensive research universities can focus attention on these complex enterprises.

The final recommendation regarding Oklahoma Panhandle State University is that it stay under the governance by the Oklahoma A&M Board. Citizens successfully argued that the agricultural function of OPSU was vital to the panhandle region and the economic development of those communities and that the function would be enhanced by yet closer ties to Oklahoma State University fostered by the A&M Board. While agriculture is no longer the predominant educational function of OPSU, the university does, in fact, have a larger proportion of agricultural students than any other state institution. In remaining with the A&M Board, however, State Regents make several observations and state one condition to the recommendation. Testimony received from the panhandle area was quick to point out the advantages of affiliation with the A&M Board, but it likewise noted some problems that the A&M Board is urged to address: that the "board is too far away to easily remain in touch with the physical reality of OPSU," and that "All too often needs of other campuses under the A&M Board, in particular OSU, do draw an inordinant amount of the board's attention." The State Regents condition this recommendation with an alert and notice that a pilot instructional telecommunications linkage be forged between OSU and OPSU that would effectively alter the functions and programmatic assignments State Regents have made to these institutions.

The State Regents have likewise altered their original recommendation relating to the governance of OSU Technical Branch, Okmulgee. Many community and industry leaders felt that the recommendation to change the branch into a free-standing institution with its own board had merit but that the timing was not right. Others indicated that the OSU affiliation and name gave the branch instant identification and credibility. Since the proposal to make the Okmulgee branch freestanding was partly based on its stand-alone strength, the testimony has been instructive. State Regents observe, however, the growing importance and role of the Okmulgee branch, the need for future reconsideration of this recommendation, and the need for it to affiliate with metro industries in Oklahoma. Coordination with two-year colleges offering technical degrees in the metropolitan areas, particularly in Tulsa which is already served by Okmulgee is urged as beneficial to the branch.

No new information or evidence was presented regarding the recommendation for OSU Technical Branch, Oklahoma City. Even OSU and the branch officials concur that the branch has evolved into a community college with its proportion of technical and general education work generally coinciding with that of the other metro community colleges. OSU's president and the branch's director are on record asking for authorization to offer associate of arts and associate of science degrees which will further make the branch more community college in nature. In a 1990 study, former AACJC Director Dale Parnell noted that the branch was "neither fish nor fowl" and that State Regents must clarify its mission. If the branch were to operate with a duplicate, though justified, mission alongside three other two-year colleges serving the Oklahoma City metropolitan area, it would require a coordinated kind of governance not now existing. The testimony from OSU officials makes it clear that they see branch affiliation as desirable in that it brings an OSU presence to the Oklahoma City metropolitan area. State Regents assert, based on earlier stated principles, that OSU should not operate a community college in Oklahoma City. Oklahoma City and state taxpayers generally will be better served by a locally coordinated, efficient delivery of lower-division services.

State Regents' recommendation regarding a separate, new board for Northeastern Oklahoma A&M College generally remains unchanged and is consistent with the principles earlier stated. Regents are aware that college officials, students, and faculty support their existing governance arrangement. Much of that support is attributable to the statewide nature of the A&M Board and recent attentiveness of the board to the college. While campus individuals appear to deny that the college is a community college, State Regents note that the college has been functioned as a community college and, in fact, does operate with the same portfolio as do other community colleges in the state. The following clarification is made in the State Regents' recommendation: While State Regents have termed NEOAMC a community college, they are fully aware that the college's catchment area and its community go far beyond the city of Miami. Its board membership should represent the community served by the college.

In response to testimony received regarding Connors State College, State Regents have substantially altered their preliminary recommendation. Institutional officials and members of the community have successfully argued that the college is not a community college, that it leans heavily on affiliations with a large university, and that it benefits from a constitutional, visionary board. Given these arguments, its close geographic proximity to Northeastern State University, and the fact that both institutions serve the people of Muskogee, it is recommended that Connors State College become a branch of Northeastern State University. It should be noted that an overwhelming majority of CSC students transfer to NSU, and only a minority go forward to OSU (152 vs. 41 students in fall 1990, *Student Transfer Matrix, August 1992, OSRHE)*. It is the State Regents' desire that CSC can become a successful part of the NSU operation as has been the case with the Sayre Junior College/Southwestern Oklahoma State University.

RECOMMENDATION #4--MEDICAL EDUCATION. Given resource constraints on higher education and quality demands on the delivery of medical and osteopathic education, State Regents recommend:

- That the Oklahoma Legislature create a commission to (1) review all Oklahoma medical education programs and (2) determine the advantages and disadvantages of a single coordinated system of medical education in Oklahoma. The committee's mandate shall be sensitive to the development of primary care physicians (both MD and DO) for rural areas.

Oklahoma cannot support two medical education institutions, and educational quality for both institutions suffers when scarce resources are fragmented. Given the importance of both osteopathic and medical education and the need to provide professionals to meet Oklahoma's needs statewide, the above recommendation is offered with the intent of strengthening both education tracks while merging their common elements. The OU/OSU Study Committee charged by SB 1009 of the 1992 Oklahoma Legislature to analyze and make recommendations on OU/OSU programs and services likewise noted the need for a study in this regard. The State Regents offer no suggestion for the commission membership or the conduct of the study except to say that the membership should represent independent, impartial individuals who will be charged with helping Oklahoma find a way to offer a quality medical program with its available resources.

RECOMMENDATION #5--RESEARCH/GRADUATE EDUCATION. State Regents recommend:

- That the State Regents establish an Oklahoma Research and Graduate Education Council with membership not to exceed 15 and to include but not be limited to the chancellor, the presidents of both comprehensive universities, citizens, faculty, students, and two regents each from the A&M board, the OU board, and the State Regents. The council's purpose would be to strengthen graduate offerings, eliminate duplication, encourage collaboration and cooperation, and obtain a critical mass for the state's research effort.

This recommendation received fairly strong support during the public hearing process. At least one individual suggested, however, that the aims of seeking greater collaboration and cooperation between the two comprehensive universities might be better achieved by "merging OU and OSU into one university." The notion of one governing board to consolidate the strengths of OU and OSU and to move the institutions jointly into the nation's cadre of strong research universities has its benefits. However, the benefits are overridden in recognizing the very different cultures, histories, and contributions each institution brings to the table and because of overwhelming size and complexity which would pose a nearly unmanageable span of responsibilities for any single board. To merge and coordinate the university's collective strengths, avoid duplication, and enhance research and graduate education, State Regents strongly recommend that a single structure be established. The

Oklahoma Research and Graduate Education Council will be structured to accomplish these objectives short of institutional merger and common governance. In another arena, it is also interesting to note that the OU/OSU Study Committee likewise recommended the benefit of an oversight structure to bring about increased coordination and cooperation and commence joint programs.

RECOMMENDATION #6--OKLAHOMA CITY METRO DELIVERY OF LOWER-DIVISION EDUCATION. State Regents recommend:

- That OSU Technical Branch-Oklahoma City become an institution and a part of a new system of community colleges in the Oklahoma City metropolitan area.
- That one board be established to govern Oklahoma City Community College, the former Oklahoma State University Technical Branch-Oklahoma City, and Redlands Community College. All three institutions would, however, retain their own free-standing identities.
- That no change be made in the current governance of Rose State College.
- That the separate existing board of trustees for the area technical school function of Oklahoma City Community College be retained; that the local incentive funding base of Oklahoma City Community College not be jeopardized or diminished; and that incentive funding be provided for the former technical branch and Redlands Community College.

The rationale for inclusion of OSUTB-Oklahoma City in this new governance arrangement is mentioned in Recommendation #3 above. The intent of this recommendation is to improve services for the Oklahoma City metropolitan area and to deliver them more efficiently.

The recommendation has been changed to eliminate Rose State College from the new configuration. Citizens in that community successfully argued that the Midwest City community, its history, its traditions, and even its record of support for its community college were very much different and separable from that of the Oklahoma City community. With removal of Rose State College, the recommendation largely coincides with the one made by former AACJC president Dale Parnell.

In accepting this recommendation, the State Regents likewise direct the Chancellor to develop a plan for providing incentive funding for OSUTB-Oklahoma City and Redlands Community College that would bring their funding status to a comparable level of Oklahoma City Community College which does receive local technical education support.

RECOMMENDATION #7--REGIONAL UNIVERSITIES. State Regents recommend:

- That the existing Board of Regents of Oklahoma College system be continued, giving enhanced emphasis to the opportunity to compare the programs and performance of the institutions and to encourage replication of successful ideas within the system.
- That Cameron University be included under the governance of the Board of Regents of Oklahoma Colleges because of its similarity of function to other regional institutions.
- That Connors State College, Warner/Muskogee, be removed from A&M board governance and made a branch campus of Northeastern State University.
- That no change be made in the current Southwestern Oklahoma State University/Sayre affiliation and governance in light of the successful affiliation of the two campuses.
- That the Board of Regents of Oklahoma Colleges note the change in at least three of its current institutions in recent years to a more complex, urban focus

and the need for close attention and future changes addressing the governance requirements of these institutions: the University of Central Oklahoma by virtue of its urban complexity, size and clientele; Northwestern Oklahoma State University to obtain a closer linkage to the Enid program and community; and Northeastern State University with its multi-campus involvement in Tulsa, Tahlequah, and Muskogee.

The rationale for the above recommendations are found in the underlying principles and in previous recommendations. It is recognized that the Board of Regents of Oklahoma Colleges is achieving objectives and goals stated for the System and that the board appears to be gaining momentum.

One recommendation that deviates from the originally stated position concerns Southwestern Oklahoma State University-Sayre. Citizens of this area provided outstanding testimony that brought new information to the public policy deliberations. The former Sayre Junior College, in fact, no longer operates as a community college but as a lower-division arm of its mother campus. Citizens were quick to point out that the Sayre board and the former college voluntarily put themselves out of business and subsumed their operation under SWOSU in order to gain tremendous efficiencies and instructional quality. The State Regents recognize that sacrifice and innovative solution, acknowledge that the effort seems to be working, and agree that the innovation should continue.

RECOMMENDATION #8--NORTHEASTERN OKLAHOMA A&M COLLEGE. State Regents recommend:

- That a new board with membership drawn from the service area of Northeastern Oklahoma A&M College, Miami, be created to govern this college.

The rationale for this recommendation is contained in Recommendation #3.

RECOMMENDATION #9--TULSA METROPOLITAN AREA. State Regents recommend:

- That Rogers State College be included under governance of the Board of Regents of Tulsa Junior College and maintain its separate, free-standing identity.

Much of the rationale underlying this recommendation is contained in the earlier stated principles. The institution did not respond to the preliminary recommendation; and while a substantial number from the institution and the Claremore community attended the public hearing in Tulsa, no testimony was offered. Rogers State College board chairman spoke admirably about the desire of the RSC board "to keep an open mind on the proposal and to do what is in the best interest for the education system of Oklahoma."

In addition to the similarity of function between TJC and Rogers, there are many commonalities in their service areas. Increasingly the two communities are blending their strengths, and it is widely felt that the TJC board can bring additional governance strength to Rogers State College. Interestingly, more students transfer from Rogers to TJC than to any other institutions. In addition, a substantial but somewhat lesser number of TJC students transfer to Rogers.

RECOMMENDATION #10--CONNORS STATE COLLEGE. State Regents recommend:

- That Connors State College in Warner and Muskogee be removed from A&M governance and become branch campuses of Northeastern State University.

The rationale for this recommendation is contained in Recommendation #3.

RECOMMENDATION #11--TECHNICAL INSTITUTE. State Regents recommend:

- That Oklahoma State University Technical Branch, Okmulgee, remain as a constituent agency of OSU and seek collaborative affiliations with metropolitan technical education institutions.

The rationale for this recommendation is contained in Recommendation #3.

RECOMMENDATION #12--LANGSTON UNIVERSITY. State Regents recommend:

- That no change be made in the current A&M governance of Langston University, recognizing its land-grant status.

The State Regents altered their original recommendation which was to transfer Langston University from A&M Board governance to a new board devoted solely to Langston. Langston supporters successfully argued that Langston's land-grant status and emphasis closely affiliates them with Oklahoma State University and thus the A&M Board. Also of significance was the importance that supporters placed on having a constitutional board and the stability that comes from such governance. It is true that Langston University has seen more governance changes than any other institution in the state. It has had a variety of governance arrangements including its own board which supporters testified had been detrimental to Langston. Given the need for stability and the land grant justification, no change in governance is recommended for Langston University.

RECOMMENDATION #13--UNIVERSITY OF SCIENCE AND ARTS OF OKLAHOMA. State Regents recommend:

- That no recommendation be made at this time on governance because of the pending mission review for this institution.

State Regents committed in FY 90 to provide additional support for this institution in achieving its unique mission and to review the institution's progress in FY 93. Pending that mission review, State Regents decline comment regarding USAO governance.

RECOMMENDATION #14--SAYRE. State Regents recommend:

- That no change be made in the current Southwestern Oklahoma State University/Sayre affiliation and governance in light of the successful affiliation of the two campuses.

The rationale for this recommendation is contained in Recommendation #7.

RECOMMENDATION #15--ROSE STATE COLLEGE. State Regents recommend

- That no change be made in the governance of Rose State College in view of the testimony of its constituencies that they deem themselves separate from the Oklahoma City community.

The rationale for this recommendation is contained in Recommendation #6.

RECOMMENDATION #16--FREE-STANDING COMMUNITY COLLEGES WITH SINGLE BOARDS. Because the governance of remaining community colleges not mentioned above embodies the principles set forth, no changes are being proposed. State Regents do recommend that all possible avenues be pursued to secure local support for all community colleges.

Oklahoma State Regents for Higher Education
State Capitol, Oklahoma City

GOVERNANCE STUDY TEAM

Harold L. Enarson is president emeritus of Ohio State University and senior advisor to the Western Interstate Commission for Higher Education. He has served as co-chairman of the Blue Ribbon Commission on the Future of the State University of New York, chairman of the Advisory Panel on the Future of Higher Education in North Dakota, and senior counselor on governance for a Governor's Blue Ribbon Commission on the Financial Management of the University of Minnesota. He has consulted for governing boards in Oregon, New Mexico, Alabama and Hawaii, and served as senior consultant on a legislative-mandated study of governance of public higher education in Nebraska.

Robert O. Berdahl is the director of the Institute for Research in Higher and Adult Education as well as professor of Higher Education at the University of Maryland at College Park. He has acted as consultant on state planning and coordination in 15 states, has served on several task forces of the Education Commission of the States, and has worked as a senior fellow at the Carnegie Council on Policy Studies in Higher Education. He has also served as president of the Association for the Study of Higher Education. His books include *Higher Education in American Society* and *Statewide Coordination of Higher Education.*

Patrick M. Callan is president of The Higher Education Policy Institute in California. He has been vice president for the Education Commission of the States, executive director for the California Postsecondary Education Commission and the Washington Council for Postsecondary Education, and director of the Montana Commission on Postsecondary Education. He has authored numerous articles on higher education policy and governance. Some of his most recent consultant work has been for the National Governors' Association, Florida Board of Regents, New Jersey Board of Higher Education, Ohio Board of Regents, and the Utah System of Higher Education.

Robert L. Gale is president emeritus of the Association of Governing Boards of Universities and Colleges. He has worked with a number of education organizations, including the Council for Advancement and Support of Education, the National Advisory Board of the National Institute on the Management of Lifelong Education at Harvard University, the Education Commission of the States, and the National Commission on Higher Education Issues. He currently serves as a trustee for Carleton College (Minnesota) and as director of the National Center for Nonprofit Boards.

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GOVERNANCE VISITS
Tuesday, October 13

12:30-2:00 p.m.	**Presidents** President Cole Chairman, Council of Presidents
2:00 p.m.	Dr. Charles Browning Oklahoma State University
4:00 p.m.	**Presidents/Regents** President Steve Hensley Western Oklahoma State College Regent Waylen Appel Regent Earl Abernathy Regent Dee Butchee Regent Bill Cummins
5:15 p.m.	**State Regents** Dr. Donald B. Halverstadt Chairman Oklahoma State Regents for Higher Education
6:30 p.m.	**Community Groups** Julie Conatser - Okla. Academy for State Goals Doug Branch - OCAST Doug Fox - FUTURES Greg Main - Okla. Department of Commerce
7:30 p.m.	**Faculty** Faculty Advisory Committee Dr. Henry Comby, Chairman (TJC) Dr. John Thornton (OSU) Dr. Susan Vehik (OU) Dr. Darryel Reigh (USAO) Prof. Christiane Faris (Okla. Christian University)
8:00 p.m.	Call Sen. Bernice Shedrick (405) 372-6310

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GOVERNANCE VISITS
Wednesday, October 14

7:30 a.m.

Higher Education Programs

Ardmore Higher Education Program
Mr. Ed Beasley, Director

Trustees:
Robert Allen
Michael Cawley
Chauncey Densmore

Enid Higher Education Program
Dr. Kathryn Jones, Director

Trustees:
Ed Hauck, Chair
Jed Dillingham

9:00 a.m.

Legislators
Senator Ed Long

12:30 p.m.

Presidents/Regents
President John Campbell
Oklahoma State University

1:30 p.m.

Tulsa Junior College
President Dean VanTrease
Regent Edwynne Krumme
Regent Ronald Looney

University Center at Tulsa
President Rodger Randle
Regent Stuart Price
Regent Bruce Robson
Regent Dorothy DeWitty

2:45 p.m.

Murray State College
President Clyde Kindell

Carl Albert State College
President Joe White
Regent Joan Cooper
Regent F. L. Holton
Regent Deryl Branscum

Connors State College
President Carl Westbrook

Northern Oklahoma College
President Joe Kinzer
Jim Buttram, Chair
Mrs. Gerry Green

Northeastern Oklahoma A&M College
Dr. Clyde B. Jensen, Int. Pres.

4:00 p.m.

Board of Regents for Oklahoma A&M Colleges
Dr. Doug Wilson, Exec. Sec.
Regent Edward F. Keller
Regent Isabel Baker
Regent Bruce Benbrook

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GOVERNANCE VISITS
Thursday, October 15

at UCO

7:30 a.m. **Community Groups**

Oklahoma State Chamber of Commerce

Dr. Fred Wood, OU
Gene Keith, CCOSA
Ron Bogle, HSC
Barbara Smith, OEA
Don Halverstadt, State Regents
Sandy Garrett, State Dept. of Education
Martha McDonald, OEA
Nancy Grigsby, OU

11:00 a.m. **Presidents/Regents**

University of Oklahoma
President Dick Van Horn
Dr. Chris Purcell, Executive Secretary
Regent E. Murray Gullatt
Regent C. W. Lewis III
Regent Melvin Hall

12 Noon President Don Davis
Dr. Terral McKellips, Vice Pres., Acad. Affairs
Ms. Louise Brown, Vice Pres., Student Affairs
Cameron University

2:00 p.m. President Roy Troutt
Vice President John Feaver

Regent Ken Johnston
Regent Lillian Boland
Paul Sharp - (President Emeritus, OU

4:00 p.m. Seminole Junior College
President Jim Cook
Regent Thelma Lilly
Regent Melvin Moran

OSU Technical Branch - Okmulgee
Dr. Bob Klabenes, Director

5:45 p.m. Pres. George Nigh
Univ. of Central Okla.

A-3

GOVERNANCE VISITS
Friday, October 16

8:00 a.m.	**Legislators** The Hon. Jack Begley Okla. State Rep.
9-9:45 a.m.	**Presidents/Regents** President Wischropp Okla. Panhandle State Univ. President Bobby Gaines Okla. City Community College President Larry Nutter Rose State College
10:00 a.m.	Board of Regents for Oklahoma Colleges Dr. Bette Leone, Executive Secretary Regents Tracy Kelly Regent Valree Wynn Regent Wayne Salisbury
11:45 a.m.	Oklahoma City Community College President Bobby Gaines Regent John Michael Williams Regent Harry Wilson Regent Karen Luke Rose State College President Larry Nutter Regent Bill Sharp Regent Alvin Alcorn Redlands Community College President Larry Devane Regent Pam Wright OSU Technical Branch - Oklahoma City Dr. James E. Hooper, Director Dr. Doug Wilson, Exec. Sec., A&M Board

LEGAL QUALIFICATIONS FOR OKLAHOMA BOARD MEMBERS

All appointments are made by the Governor with advice and consent of State Senate.

OKLAHOMA STATE REGENTS FOR HIGHER EDUCATION - 9 members
CONSTITUTIONAL QUALIFICATIONS: None
STATUTORY QUALIFICATIONS:

- Citizen of state
- Not less than 35 years of age
- Not an employee of member of staff or governing board of any constituent member of State System
- Not an official or employee of State of Oklahoma
- Not more than 4 members from same profession/occupation
- Not more than 3 graduates of any one institution in State System
- Not more than 2 members from same congressional district (exceptions for counties that are divided into 2 or more districts)

BOARD OF REGENTS OF THE UNIVERSITY OF OKLAHOMA - 7 members
CONSTITUTIONAL QUALIFICATIONS: None
STATUTORY QUALIFICATIONS:

- None mentioned prior to appointment

BOARD OF REGENTS FOR THE OKLAHOMA A&M COLLEGES - 9 members
CONSTITUTIONAL QUALIFICATIONS:

- Majority must be farmers
- Ninth member shall be President of State Board of Agriculture
- No state, national, or county officer shall ever be appointed as a member until two years after his tenure as such officer has ceased.

STATUTORY QUALIFICATIONS:

- Resident and elector of certain group of counties
- Majority must be farmers who are actually engaged in farming and/or livestock growing as their principal business or occupation in earning a livelihood
- No state, national or county officer shall be appointed until 2 years after tenure has ceased.

BOARD OF REGENTS OF OKLAHOMA COLLEGES - 9 members
CONSTITUTIONAL QUALIFICATIONS:

- One member shall come from each congressional district
- Ninth member shall be State Superintendent of Public Instruction

STATUTORY QUALIFICATIONS:

- Not more than 2 members from any one profession
- Resident of one of a cluster of counties.
- Ninth member shall be State Superintendent of Public Instruction

B

BOARD OF REGENTS OF THE UNIVERSITY OF SCIENCE AND ARTS OF OKLAHOMA - 7 members
STATUTORY QUALIFICATIONS - None

BOARD OF REGENTS OF CARL ALBERT STATE COLLEGE - 7 members
STATUTORY QUALIFICATIONS:

- 4 members shall be residents of original college district

BOARD OF REGENTS OF EASTERN OKLAHOMA STATE COLLEGE - 7 members
STATUTORY QUALIFICATION - None

BOARD OF REGENTS OF MURRAY STATE COLLEGE - 7 members
STATUTORY QUALIFICATIONS - None

BOARD OF REGENTS OF NORTHERN OKLAHOMA COLLEGE - 5 members
STATUTORY QUALIFICATIONS:

- Not more than 2 members from any profession
- Not more than 3 members from same county

BOARD OF REGENTS OF OKLAHOMA CITY COMMUNITY COLLEGE - 7 members
STATUTORY QUALIFICATIONS:

- 4 members shall be residents of original college district

BOARD OF REGENTS OF REDLANDS COMMUNITY COLLEGE - 7 members
STATUTORY QUALIFICATIONS:

- 4 members shall be residents of original college district

BOARD OF REGENTS OF ROGERS STATE COLLEGE - 7 members
STATUTORY QUALIFICATIONS:

- Must be citizen of Oklahoma
- Shall not be a state or county official
- Not more than 2 members shall reside in same county
- Not more than 2 members from same profession

BOARD OF REGENTS OF ROSE STATE COLLEGE - 7 members
STATUTORY QUALIFICATIONS:

- 4 members shall be residents of original college district

BOARD OF REGENTS OF SEMINOLE JUNIOR COLLEGE - 7 members
STATUTORY QUALIFICATIONS:

- 4 members shall be residents of original college district

BOARD OF REGENTS OF TULSA JUNIOR COLLEGE - 7 members
STATUTORY QUALIFICATIONS:

- 4 members shall be residents of Tulsa County

BOARD OF REGENTS OF WESTERN OKLAHOMA STATE COLLEGE - 7 members
STATUTORY QUALIFICATIONS:

- No more than 4 members shall be residents of any county involved

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BOARD OF TRUSTEES OF ARDMORE HIGHER EDUCATION PROGRAM - 10 members
STATUTORY QUALIFICATIONS - None

BOARD OF TRUSTEES OF ENID HIGHER EDUCATION PROGRAM - 10 members
STATUTORY QUALIFICATIONS - None

BOARD OF TRUSTEES OF McCURTAIN COUNTY HIGHER EDUCATION PROGRAM - 9 members
STATUTORY QUALIFICATIONS - None

BOARD OF TRUSTEES OF UNIVERSITY CENTER AT TULSA - 9 members
STATUTORY QUALIFICATIONS
- No fewer than 5 members shall reside in City of Tulsa

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Legal Qualifications for Oklahoma Higher Education Board Members

	None	Not State System Employee	Geographic Residence	State Citizen	Age	Profession	Graduate of Oklahoma Institution	Ex-Officio Members	Not State, National, County Officer
OSRHE		X	X	X	X	X	X		X
OU	X								
A&M		X				X		X	X
BROC			X			X		X	
USAO	X								
CASC			X						
EOSC	X								
MSC	X								
NOC			X			X			
OCCC			X						
RCC			X						
Rogers			X	X		X			X
Rose			X						
SJC			X						
TJC			X						
WOSC			X						
AHEP	X								
EHEP	X								
McHEP	X								
UCT			X						

The Oklahoma State System of Higher Education
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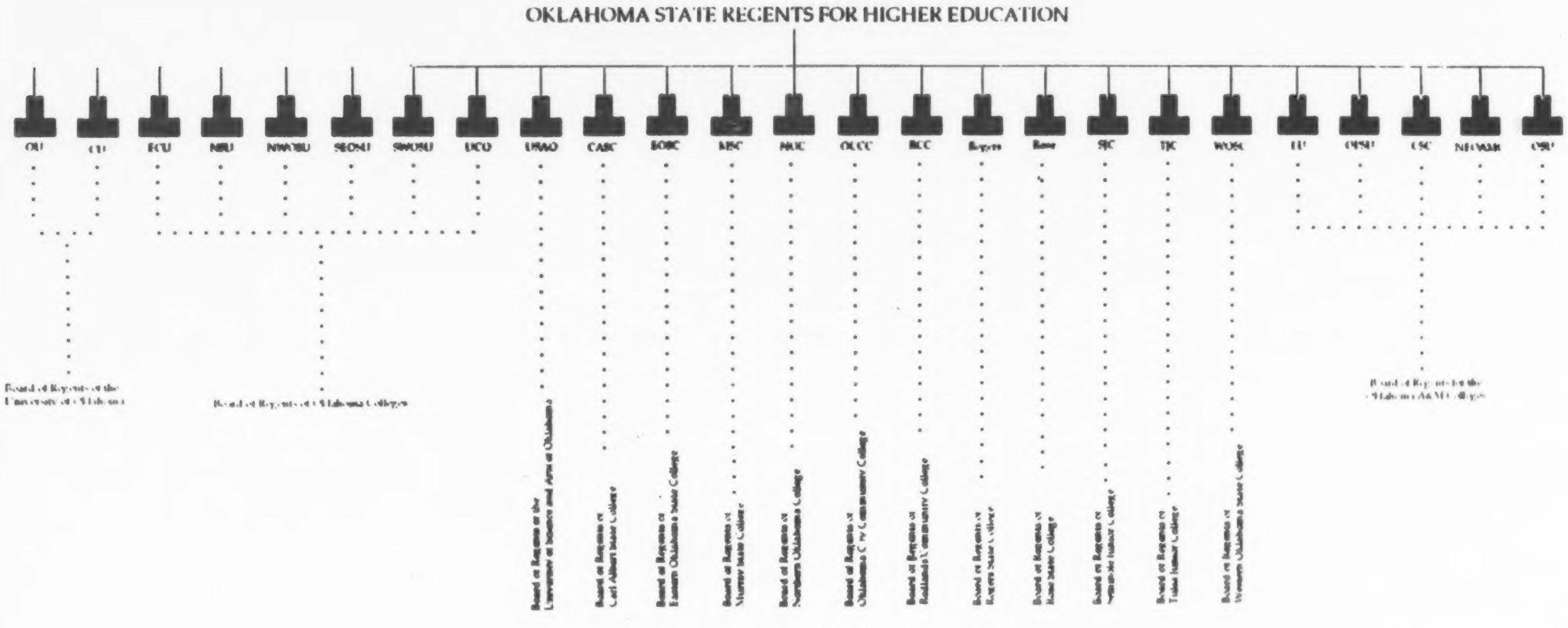
OKLAHOMA STATE REGENTS FOR HIGHER EDUCATION
OU
CU
ECU
NSU
NWOSU
SEOSU
SWOSU
UCO
USAO
CASC
EOSC
MSC
NOC
OCCC
RCC
Rogers
Rose
SJC
TJC
WOSC
LU
OPSU
CSC
NEOA&M
OSU
Board of Regents of the University of Oklahoma
Board of Regents of Oklahoma Colleges
Board of Regents of the University of Science and Arts of Oklahoma
Board of Regents of Carl Albert State College
Board of Regents of Eastern Oklahoma State College
Board of Regents of Murray State College
Board of Regents of Northern Oklahoma College
Board of Regents of Oklahoma City Community College
Board of Regents of Redlands Community College
Board of Regents of Rogers State College
Board of Regents of Rose State College
Board of Regents of Seminole Junior College
Board of Regents of Tulsa Junior College
Board of Regents of Western Oklahoma State College
Board of Regents for the Oklahoma A&M Colleges

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RESPONSIBILITIES OF OKLAHOMA GOVERNING BOARD MEMBERS

STATE COORDINATING BOARD OF CONTROL OF INSTITUTIONS (The Oklahoma State Regents for Higher Education)

CONSTITUTIONAL:

- STANDARDS. Prescribe standards of higher education applicable to each institution
- FUNCTIONS/PROGRAMS. Determine functions and courses of study in each institution to conform to standards prescribed
- GRANT DEGREES and other forms of academic recognition for completion of prescribed courses at all institutions
- BUDGET NEED. Recommend to Legislature the budget allocations to each institution
- FEES AND TUITION. Recommend to Legislature proposed fees for institutions
- ALLOCATE from a lump-sum legislative appropriation a consolidated sum according to institution's needs and functions.
- INDEPENDENT INSTITUTIONS. Regulate private, demonimational, and other institutions of higher learning wishing to become coordinated with State System.

STATUTORY:

- FEDERAL FUNDS/GIFTS/SCHOLARSHIPS. Accept federal funds/grants, accept and disburse grants, gifts, other money (foundation, individuals) and disburse scholarship funds and rewards for merit.
- ALLOCATION OF NON-STATE FUNDS. Allocate revolving and other non -state appropriated E&G funds
- PROPERTY TRANSFER. Transfer from one institution to another any property belonging to such institution when no longer needed by it and when needed by another institution to accomplish its function.
- BIENNIAL REPORT/STUDIES/SURVEYS. Conduct and publish reports, gather information about needs of state institutions, and make additional reports and recommendations as necessary to the Governor and Legislature.
- EXERCISE ALL POWERS necessary or convenient to accomplish the purposes and objectives of Article XIII-A of the Constitution.
- SPECIAL PROGRAMS. Legislature has assigned responsibilities and administration of the following programs to the State Regents (not all inclusive):

    - ACCREDIT private colleges and universities (1965)
    - STATE GUARANTEE AGENCY for Oklahoma Guaranteed Student Loan Program (1965)
    - REVENUE BOND. Examination of Revenue Bond Statement of Essential Facts (1970)

D

- TELEVISED INSTRUCTION. Establish and maintain state's Televised Instruction System (1970)
- TUITION AID GRANT PROGRAM (1971)
- EMPLOYEE BENEFITS. Study programs. (1974)
- SALARY/BENEFITS/WORKLOAD. Study. (1974)
- ARDMORE HIGHER EDUCATION PROGRAM. (1975)
- CIVIL RIGHTS. State Plan (1979)
- UNIFORM COURSE NUMBERING (1979)
- McCURTAIN COUNTY HIGHER EDUCATION PROGRAM (1982)
- FACULTY ENGLISH PROFICIENCY. Reporting (1982)
- EESA. Develop and administer professional training institutions for Eisenhower grants (1985)
- SOUTHERN REGIONAL EDUCATION BOARD. Administration (1985)
- WILLIS TRUST AND SCHOLARSHIPS. Manage and control. (1986)
- ENDOWMENT FUND PROGRAM. Manage. (1988)
- ACADEMIC SCHOLARS PROGRAM. Manage. (1988)
- ENID HIGHER EDUCATION PROGRAM. (1989)
- SUMMER ACADEMIES (1989)
- REGENTS EDUCATION PROGRAM (1990)
- RESEARCH MATCHING PROGRAM (1992)
- FUTURE TEACHERS SCHOLARSHIP PROGRAM (1984)
- PAUL DOUGLAS TEACHER SCHOLARSHIP PROGRAM (1986)
- CHIROPRACTIC ASSISTANCE PROGRAM
- MINORITY ASSISTANCE PROGRAMS
- ENTRY-YEAR ASSISTANCE PROGRAM
- KERR CONFERENCE CENTER (1978)
- QUALITY INITIATIVE GRANT PROGRAM (1988)

D-1

GOVERNING BOARDS (16) for 25 colleges and universities and University Center at Tulsa. Duties generally are the same (except for UCT board which does not have faculty or programs) as listed for OU:

Section 3305. Board of Regents of the University of Oklahoma—State educational institutions under jurisdiction of—Powers and duties—Institutional personnel—Fidelity bonds—Federal funds—Gifts—Contracts—Property—Employee benefits

The Board of Regents of the University of Oklahoma shall have the supervision, management and control of the University of Oklahoma and all its integral parts and shall have the following additional powers and duties:

(a) Adopt such rules and regulations as it deems necessary to govern the University of Oklahoma.

(b) Employ and fix the compensation and duties of such personnel as it deems necessary, including architects, attorneys, engineers and other professional and technical persons, for its operation and for the operation of the University of Oklahoma. Any of such personnel having custody of public funds or other public property may be required to furnish corporate surety bonds in such amounts as may be deemed necessary by the Board, payable to the State of Oklahoma and conditioned upon a faithful accounting of all such funds and property.

(c) Enter into contracts, purchase supplies, materials and equipment, and incur such other expenses as may be necessary to make any of its powers effective.

(d) Authorize officials of the University of Oklahoma to act in its behalf in the making of contracts, or in carrying out the powers conferred upon it.

(e) Receive and make disposition of monies, grants, and property from federal agencies, and administer the same in accordance with federal requirements.

(f) Accept gifts of real and personal property, money and other things; and use or dispose of the same in accordance with the directions of the donors or grantors thereof.

(g) Direct the disposition of all monies appropriated by the Legislature or by the Congress or derived from the sale of bonds or received from any other source by the University of Oklahoma.

(h) Acquire and take title to real and personal property in its name, on behalf of the University of Oklahoma or any agency thereof, and convey, exchange or dispose of, or otherwise manage or control, such property in the interest of the University or agency thereof, including the granting of leases, permits, easements and licenses over or upon such real property. The Board shall have the power to institute legal action in the name of the Board before any court having jurisdiction of such actions. The Board shall have custody and control of abstracts of title and instruments affecting the ownership of or title to real property belonging to the Board, and being held by the Board on behalf of the University of Oklahoma or any agency thereof.

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(i) Have supervision and charge of the construction of all buildings at the University of Oklahoma.

(j) Determine the need for and cause to be constructed, dormitories and other buildings, on a self-liquidating basis, at the University of Oklahoma or any branch or facility thereof.

(k) Establish and maintain plans for tenure and retirement of employees of the Board and of the University of Oklahoma, and for payment of deferred compensation of such employees; and provide hospital and medical benefits, accident, health and life insurance, and annuity contracts, for such employees and their dependents. The Board may pay for all or a part of the cost thereof for employees, with funds available for the operation of the institution. Amounts payable by an employee for such insurance or annuity contracts may, with consent of the employee, be deducted from his salary.

(l) Cause a complete inventory to be made of all properties belonging to the University of Oklahoma within the State of Oklahoma before the last Monday in September, next preceding each biennial session of the State Legislature, and accompanying said inventories shall be a financial statement showing in detail the condition of all funds held by the University, whether appropriated or allotted or otherwise lawfully accruing thereto; also the monies expended and the purpose for which the same were expended and the condition of the institution; and the results of research carried on, together with its recommendations concerning remedial legislation or regulations for the betterment of said institution. A copy of said inventories and reports shall be filed, one with the Governor, one with the Secretary of State, and one with the Oklahoma State Regents for Higher Education.

(m) Audit all accounts against the funds appropriated for the use and maintenance of the University of Oklahoma and the State Treasurer shall issue his warrant for the amount of all accounts, including salaries and expenses of said Board, which shall have been audited and allowed by the Board of Regents and attested by the President and Secretary of the University.

(n) Provide penalties and forfeitures by way of damages and otherwise for the violation of rules and regulations of the Board, which may be sued for and collected in the name of the Board before any court having jurisdiction of such actions.

(o) Do all things necessary and convenient to carry out the powers expressly granted to it by the Constitution and the laws of the state, or to make the University of Oklahoma effective for the purpose for which it is maintained and operated and the enumeration herein of certain powers and immunities of the Board of Regents of the University shall not be construed as in derogation or as a limitation of the powers and immunities properly belonging to the Board in the government of the University by virtue of Section 8, Article XIII of the Constitution. *(70 O.S. 1981, § 3305)*

E-1

ADMINISTRATIVE BOARDS (3) for the 3 higher education centers have general responsibility for

- Submitting an annual budget to the State Regents
- Administer monies budgeted by State Regents
- Negotiate agreements with institutions for courses and programs of study approved by State Regents
- Provide educational facilities
- Recommend courses and programs to be offered by participating institutions
- Select a chief executive officer whose duties include the general coordination of approved programs and services and selectio nof other appropriate n onteaching personnel
- Expend all allocated monies as may be necessary to perform the duties and responsibilities imposed upon the board
- Enter into contracts and adopt rules and regulations pertaining to acquiring and taking title to real and personal property from sources other than state approporiations.

F

GOVERNING BOARDS (16) for 25 colleges and universities and University Center at Tulsa. Duties generally are the same (except for UCT board which does not have faculty or programs) as listed for OU:

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(a) Adopt such rules and regulations as it deems necessary to govern the University of Oklahoma.

(b) Employ and fix the compensation and duties of such personnel as it deems necessary, including architects, attorneys, engineers and other professional and technical persons, for its operation and for the operation of the University of Oklahoma. Any of such personnel having custody of public funds or other public property may be required to furnish corporate surety bonds in such amounts as may be deemed necessary by the Board, payable to the State of Oklahoma and conditioned upon a faithful accounting of all such funds and property.

(c) Enter into contracts, purchase supplies, materials and equipment, and incur such other expenses as may be necessary to make any of its powers effective.

(d) Authorize officials of the University of Oklahoma to act in its behalf in the making of contracts, or in carrying out the powers conferred upon it.

(e) Receive and make disposition of monies, grants, and property from federal agencies, and administer the same in accordance with federal requirements.

(f) Accept gifts of real and personal property, money and other things; and use or dispose of the same in accordance with the directions of the donors or grantors thereof.

(g) Direct the disposition of all monies appropriated by the Legislature or by the Congress or derived from the sale of bonds or received from any other source by the University of Oklahoma.

(h) Acquire and take title to real and personal property in its name, on behalf of the University of Oklahoma or any agency thereof, and convey, exchange or dispose of, or otherwise manage or control, such property in the interest of the University or agency thereof, including the granting of leases, permits, easements and licenses over or upon such real property. The Board shall have the power to institute legal action in the name of the Board before any court having jurisdiction of such actions. The Board shall have custody and control of abstracts of title and instruments affecting the ownership of or title to real property belonging to the Board, and being held by the Board on behalf of the University of Oklahoma or any agency thereof.

F-1

(i) Have supervision and charge of the construction of all buildings at the University of Oklahoma.

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(k) Establish and maintain plans for tenure and retirement of employees of the Board and of the University of Oklahoma, and for payment of deferred compensation of such employees; and provide hospital and medical benefits, accident, health and life insurance, and annuity contracts, for such employees and their dependents. The Board may pay for all or a part of the cost thereof for employees, with funds available for the operation of the institution. Amounts payable by an employee for such insurance or annuity contracts may, with consent of the employee, be deducted from his salary.

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(n) Provide penalties and forfeitures by way of damages and otherwise for the violation of rules and regulations of the Board, which may be sued for and collected in the name of the Board before any court having jurisdiction of such actions.

(o) Do all things necessary and convenient to carry out the powers expressly granted to it by the Constitution and the laws of the state, or to make the University of Oklahoma effective for the purpose for which it is maintained and operated and the enumeration herein of certain powers and immunities of the Board of Regents of the University shall not be construed as in derogation or as a limitation of the powers and immunities properly belonging to the Board in the government of the University by virtue of Section 8, Article XIII of the Constitution. *(70 O.S. 1981, § 3305)*

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Oklahoma State Regents for Higher Education

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SUMMARY OF FY 1993 GOVERNANCE COSTS

Institution/ Board	Board Related Costs		Total Legal Expense		Total Internal Audit		Total Ancillary Costs		Total Direct & Ancillary Costs	
	FTE	Direct Costs	FTE	Costs	FTE	Costs	FTE	Costs	FTE	Costs
OU Board	5.00	342,927.00	5.00	364,059.00	9.00	422,724.00	14.00	786,783.00	19.00	1,129,710.00
A&M Board	5.00	418,128.00	5.50	391,754.00	11.00	598,002.00	16.50	989,756.00	21.50	1,407,884.00
BROC	13.60	503,346.00	0.00	0.00	4.00	100,000.00	4.00	100,000.00	17.60	603,346.00
USAO	0.10	4,100.00	0.00	5,000.00	0.20	4,285.00	0.20	9,285.00	0.30	13,385.00
CASC	0.25	8,768.00	0.00	2,800.00	0.00	6,600.00	0.00	9,400.00	0.25	18,168.00
EOSC	0.25	11,150.00	0.00	0.00	0.00	7,200.00	0.00	7,200.00	0.25	18,350.00
MSC	0.12	9,843.52	0.00	3,600.00	0.00	500.00	0.00	4,100.00	0.12	13,943.52
NOC	5.00	4,207.00	0.00	576.00	0.00	9,000.00	0.00	9,576.00	5.00	13,783.00
OCCC	0.75	60,191.00	0.00	99,428.00	1.50	72,006.00	1.50	171,434.00	2.25	231,625.00
Redlands	0.00	3,775.00	0.00	0.00	0.00	8,000.00	0.00	8,000.00	0.00	11,775.00
Rose	0.00	9,300.00	0.00	35,824.00	0.00	7,280.00	0.00	43,104.00	0.00	52,404.00
SJC	0.15	9,618.00	0.00	4,100.00	0.00	4,800.00	0.00	8,900.00	0.15	18,518.00
TJC	0.00	15,037.00	0.00	71,449.00	0.00	16,176.00	0.00	87,625.00	0.00	102,662.00
WOSC	0.00	3,000.00	0.50	36,000.00	0.50	20,419.00	1.00	56,419.00	1.00	59,419.00
UCT	1.00	34,497.00	0.00	30,000.00	0.00	0.00	0.00	30,000.00	1.00	64,497.00
Ardmore HEP	0.33	15,111.00	0.00	0.00	0.00	5,500.00	0.00	5,500.00	0.33	20,611.00
Enid HEP	0.40	11,651.00	0.00	0.00	0.00	5,000.00	0.00	5,000.00	0.40	16,651.00
Mc Cnty HEP	0.00	5,696.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	5,696.00
TOTAL	31.95	1,420,737.52	11.00	1,014,590.00	26.20	1,281,992.00	37.20	2,296,582.00	69.15	3,717,319.52

G-1

Oklahoma State Regents for Higher Education

FY 1993 GOVERNANCE COSTS

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	Direct Costs								
Institution	Salaries	# FTE	Benefits	Contractual Services	Travel	Supplies/ Oper Expenses	Property, Furn, Equip	Books/ Periodicals	TOTAL Direct
OU Board	176,585.00	5.00	47,800.00	27,103.00	12,500.00		8,269.00	70,670.00	342,927.00
A&M Board	238,450.00	5.00	69,151.00	61,777.00	26,250.00	18,000.00	4,500.00	0.00	418,128.00
BROC	161,200.00	13.60	108,652.00	61,000.00	66,000.00	55,685.00	47,809.00	3,000.00	503,346.00
USAO	1,630.00	0.10	470.00		1,600.00	400.00			4,100.00
CASC	5,049.00	0.25	919.00		600.00	2,200.00			8,768.00
EOSC	7,500.00	0.25	1,650.00		2,000.00				11,150.00
MSC	4,926.72	0.12	886.80		2,700.00	600.00	450.00	280.00	9,843.52
NOC		5.00			1,186.00	3,021.00			4,207.00
OCCC	28,205.00	0.75	8,462.00	2,187.00	11,700.00	9,537.00	0.00	100.00	60,191.00
Redlands	2,004.00		561.00			1,210.00			3,775.00
Rose					5,100.00	4,200.00			9,300.00
SJC	2,798.00	0.15	950.00	2,500.00	750.00	2,620.00			9,618.00
TJC				5,000.00	6,820.00	3,217.00			15,037.00
WOSC					2,000.00	1,000.00			3,000.00
UCT	23,250.00	1.00	6,617.00	1,280.00	750.00	2,350.00		250.00	34,497.00
Ardmore HEP	10,944.00	0.33	2,967.00			1,200.00			15,111.00
Enid HEP	7,425.00	0.40	2,138.00	0.00	300.00	1,288.00	500.00	0.00	11,651.00
Mc Cnty HEP	1,997.00		299.00	2,600.00	600.00	100.00	100.00		5,696.00
TOTAL	671,963.72	31.95	251,522.80	163,447.00	140,856.00	106,628.00	61,628.00	74,300.00	1,470,345.52

	Ancillary Costs								
	Legal Expense								
Institution	Salaries	# FTE	Benefits	Contractual Services	Travel	Supplies/ Oper Expenses	Property, Furn, Equip	Books/ Periodicals	Total Legal
OU Board	264,063.00	5.00	71,300.00	14,979.00	2,000.00	11,717.00			364,059.00
A&M Board	263,830.00	5.50	79,149.00	26,775.00	5,000.00	14,000.00	3,000.00	0.00	391,754.00
BROC									0.00
USAO				5,000.00					5,000.00
CASC				2,800.00					2,800.00
EOSC									0.00
MSC				3,600.00					3,600.00
NOC				576.00					576.00
OCCC				99,428.00					99,428.00
Redlands									0.00
Rose	8,975.00		2,782.00	24,067.00					35,824.00
SJC				4,100.00					4,100.00
TJC				71,449.00					71,449.00
WOSC	7,000.00	0.50	1,000.00	15,000.00	1,000.00	7,000.00	5,000.00		36,000.00
UCT				30,000.00					30,000.00
Ardmore HEP									0.00
Enid HEP									0.00
Mc Cnty HEP									0.00
TOTAL	543,868.00	11.00	154,231.00	297,774.00	8,000.00	32,717.00	8,000.00	0.00	1,044,590.00

G-2

G-3

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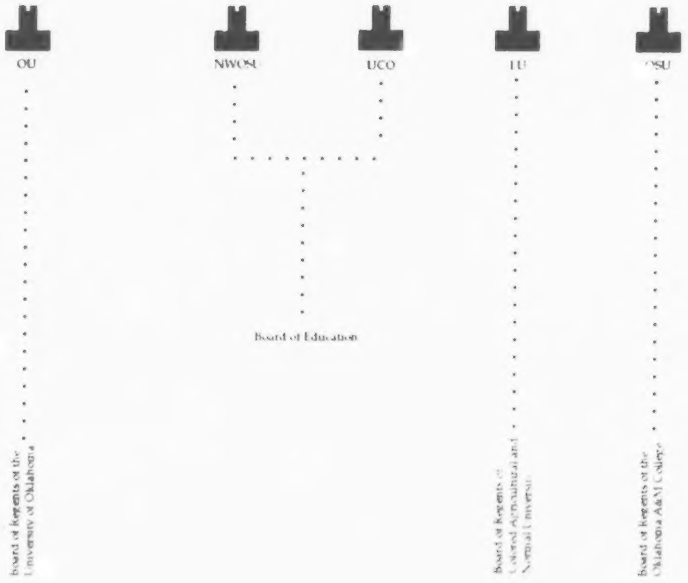
	Ancillary Costs, cont										
	Internal Audit Expense										
Institution	Salaries	# FTE	Benefits	Contractual Services	Travel	Supplies/ Oper Expenses	Property, Furn, Equip	Books/ Periodicals	Total Internal Audit	TOTAL Ancillary	Total Direct & Ancillary
OU Board	312,640.00	9.00	84,000.00	14,584.00	5,000.00	3,500.00	3,000.00		422,724.00	786,783.00	1,129,710.00
A&M Board	387,390.00	11.00	108,367.00	52,639.00	20,610.00	12,746.00	16,250.00	0.00	598,002.00	989,756.00	1,407,884.00
BROC	130,200.00	4.00		3,500.00					100,000.00	100,000.00	603,346.00
USAO	3,200.00	0.20	935.00			150.00			4,285.00	9,285.00	13,385.00
CASC				6,600.00					6,600.00	9,400.00	18,168.00
EOSC				7,200.00					7,200.00	7,200.00	18,350.00
MSC				500.00					500.00	4,100.00	13,943.52
NOC				9,000.00					9,000.00	9,576.00	13,783.00
OCCC	51,566.00	1.50	15,470.00	100.00	2,150.00	1,324.00	571.00	825.00	72,006.00	171,434.00	231,625.00
Redlands				8,000.00					8,000.00	8,000.00	11,775.00
Rose				7,280.00					7,280.00	43,104.00	52,404.00
SJC				4,800.00					4,800.00	8,900.00	18,518.00
TJC				16,176.00					16,176.00	87,625.00	102,662.00
WOSC	13,519.00	0.50	2,500.00		1,400.00	3,000.00			20,419.00	56,419.00	59,419.00
UCT									0.00	30,000.00	64,497.00
Ardmore HEP				5,500.00					5,500.00	5,500.00	20,611.00
Enid HEP				5,000.00					5,000.00	5,000.00	16,651.00
Mc Cnty HEP									0.00	0.00	5,696.00
TOTAL	898,515.00	26.20	211,272.00	140,879.00	29,160.00	20,720.00	19,821.00	825.00	1,287,492.00	2,332,082.00	3,802,427.52

80

Governance of Oklahoma Colleges & Universities
1900



OU

NWOSU

UCO

LU

OSU

Board of Education

Board of Regents of the University of Oklahoma

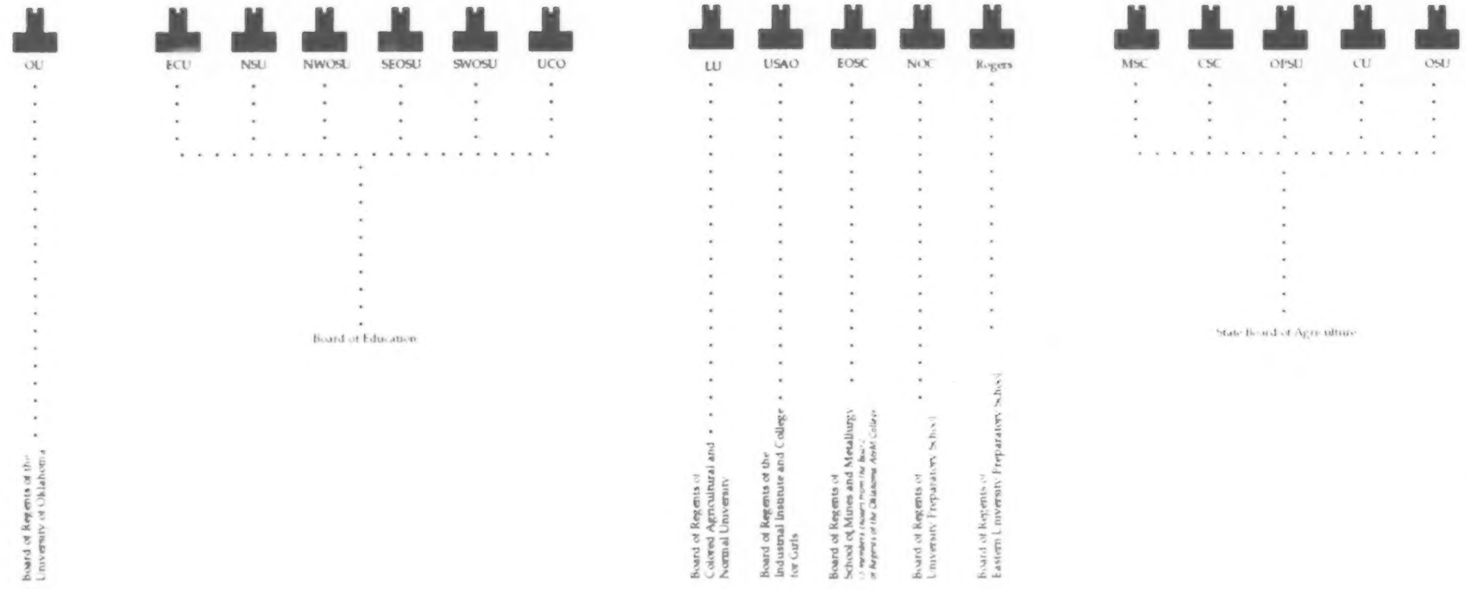
Board of Regents of Colored Agricultural and Normal University

Board of Regents of the Oklahoma A&M College

H

H-1

Governance of Oklahoma Colleges & Universities
1909



OU

Board of Regents of the
University of Oklahoma

ECU
NSU
NWOSU
SEOSU
SWOSU
UCO

Board of Education

LU

Board of Regents of
Colored Agricultural and
Normal University

USAO

Board of Regents of the
Industrial Institute and College
for Girls

EOSC

Board of Regents of
School of Mines and Metallurgy
(3 members chosen from the Board
of Regents of the Oklahoma A&M College)

NOC

Board of Regents of
University Preparatory School

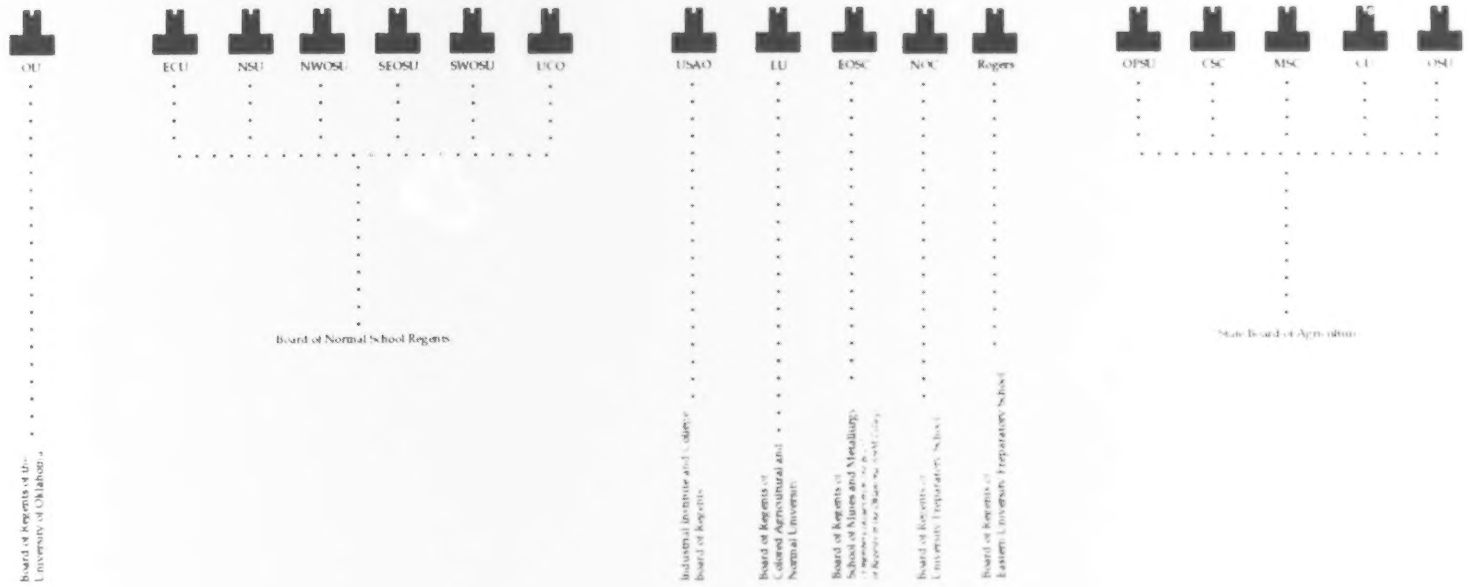
Rogers

Board of Regents of
Eastern University Preparatory School

MSC
CSC
OPSU
CU
OSU

State Board of Agriculture

Governance of Oklahoma Colleges & Universities
1910


OU
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SEOSU
SWOSU
UCO
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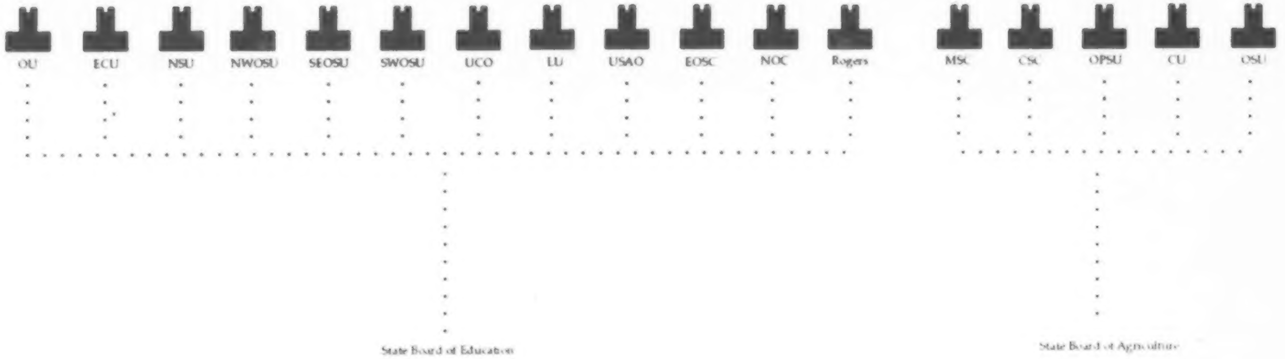
LU
EOSC
NOC
Rogers
OPSU
CSC
MSC
CU
OSU
Board of Regents of the University of Oklahoma
Board of Normal School Regents
Industrial Institute and College Board of Regents
Board of Regents of Colored Agricultural and Normal University
Board of Regents of School of Mines and Metallurgy
Board of Regents of University Preparatory School
Board of Regents of Eastern University Preparatory School
State Board of Agriculture

H-2

H-3

Governance of Oklahoma Colleges & Universities
1911

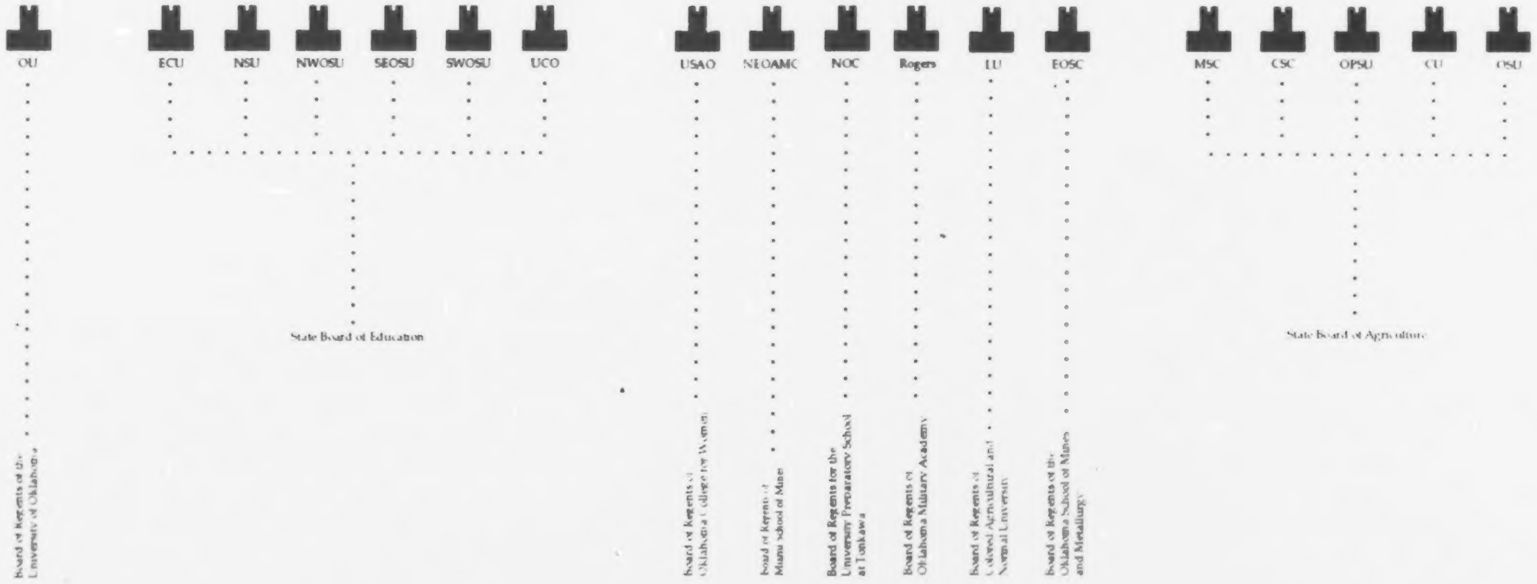

OU ECU NSU NWOSU SEOSU SWOSU UCO LU USAO EOSC NOC Rogers

MSC CSC OPSU CU OSU

State Board of Education

State Board of Agriculture

Governance of Oklahoma Colleges & Universities
1920



OU

Board of Regents of the University of Oklahoma

ECU NSU NWOSU SEOSU SWOSU UCO

State Board of Education

USAO

Board of Regents of Oklahoma College for Women

NEOAMC

Board of Regents of Miami School of Mines

NOC

Board of Regents for the University Preparatory School at Tonkawa

Rogers

Board of Regents of Oklahoma Military Academy

LU

Board of Regents of Colored Agricultural and Normal University

EOSC

Board of Regents of the Oklahoma School of Mines and Metallurgy

MSC CSC OPSU CU OSU

State Board of Agriculture

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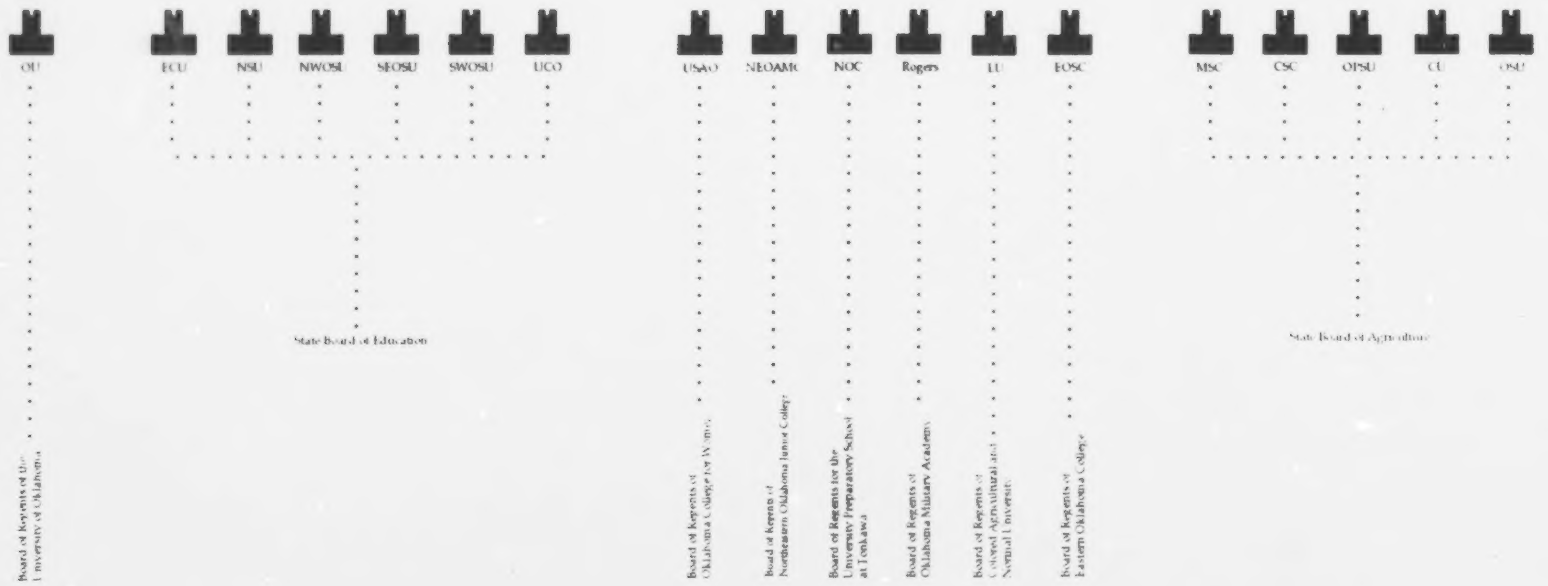
4-5

Governance of Oklahoma Colleges & Universities
1930



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Board of Regents of the University of Oklahoma

State Board of Education

Board of Regents of Oklahoma College for Women

Board of Regents of Northeastern Oklahoma Junior College

Board of Regents for the University Preparatory School at Tonkawa

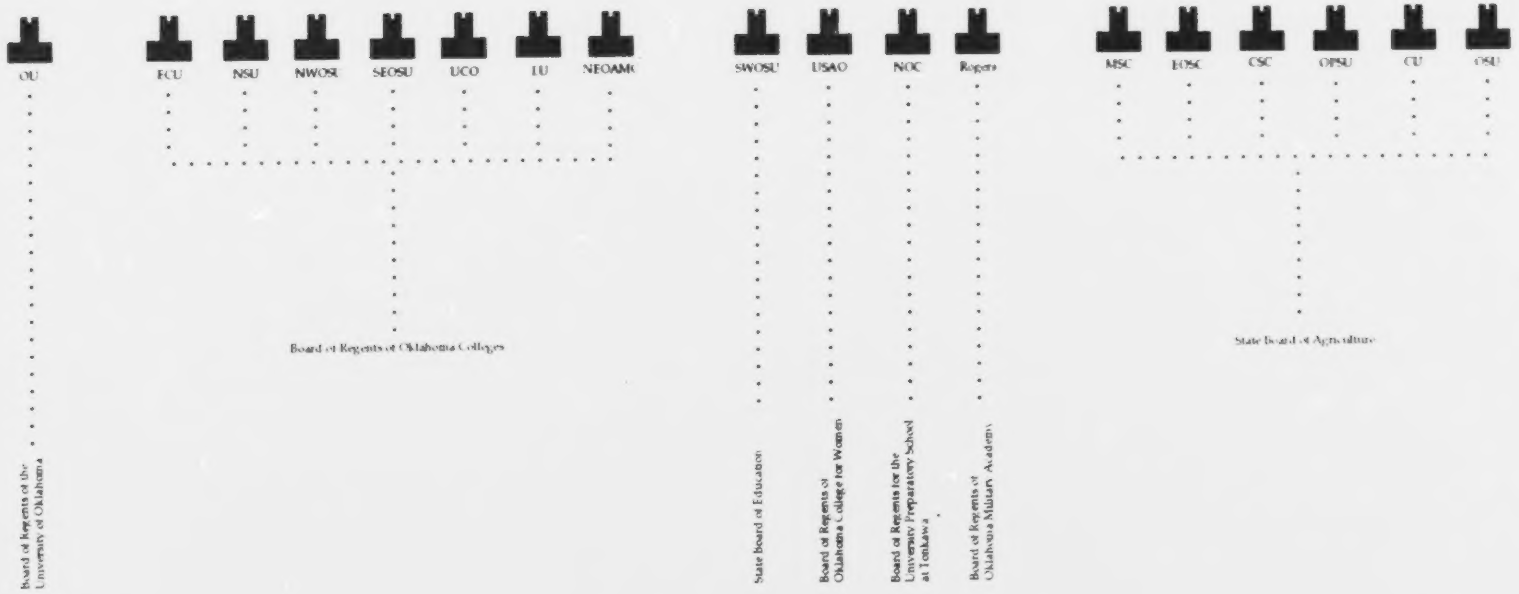
Board of Regents of Oklahoma Military Academy

Board of Regents of Colored Agricultural and Normal University

Board of Regents of Eastern Oklahoma College

State Board of Agriculture

Governance of Oklahoma Colleges & Universities
1940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Board of Regents of Oklahoma Military Academy
State Board of Agriculture

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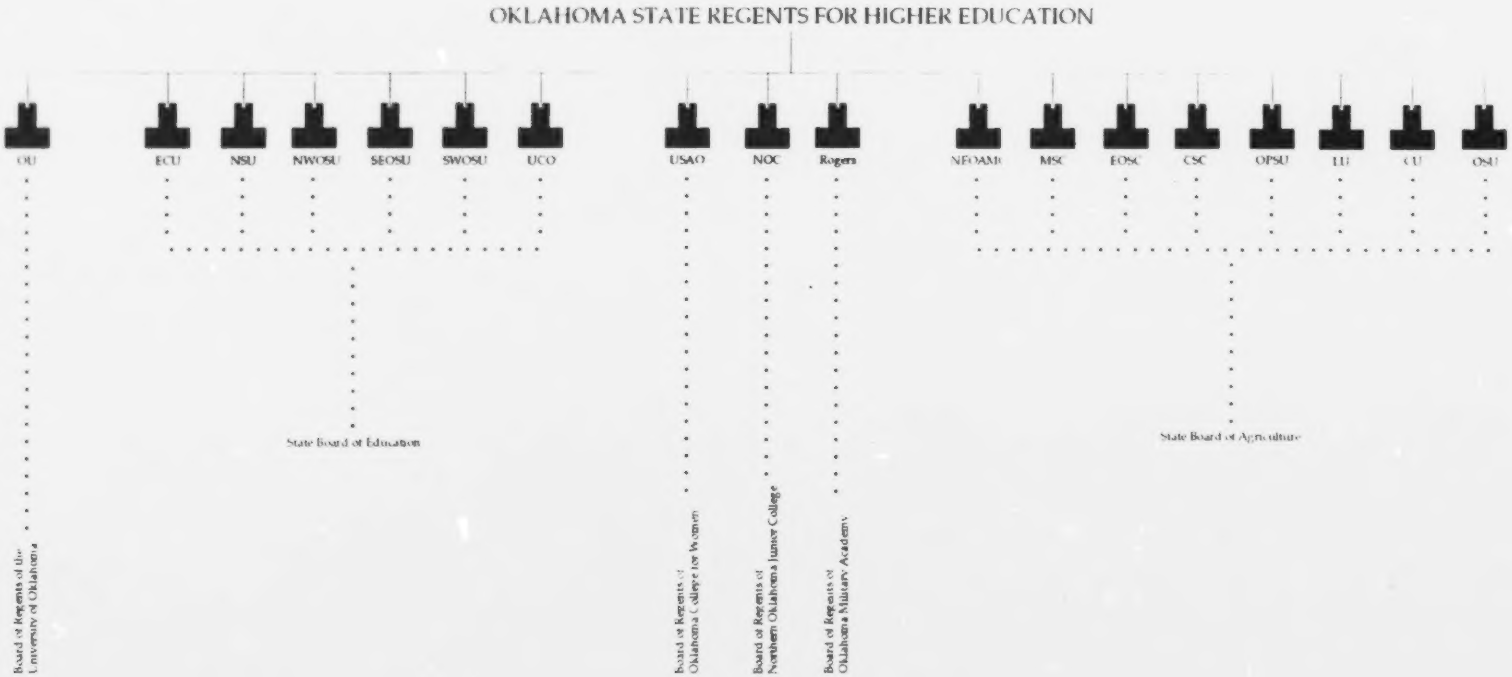
The Oklahoma State System of Higher Education
1943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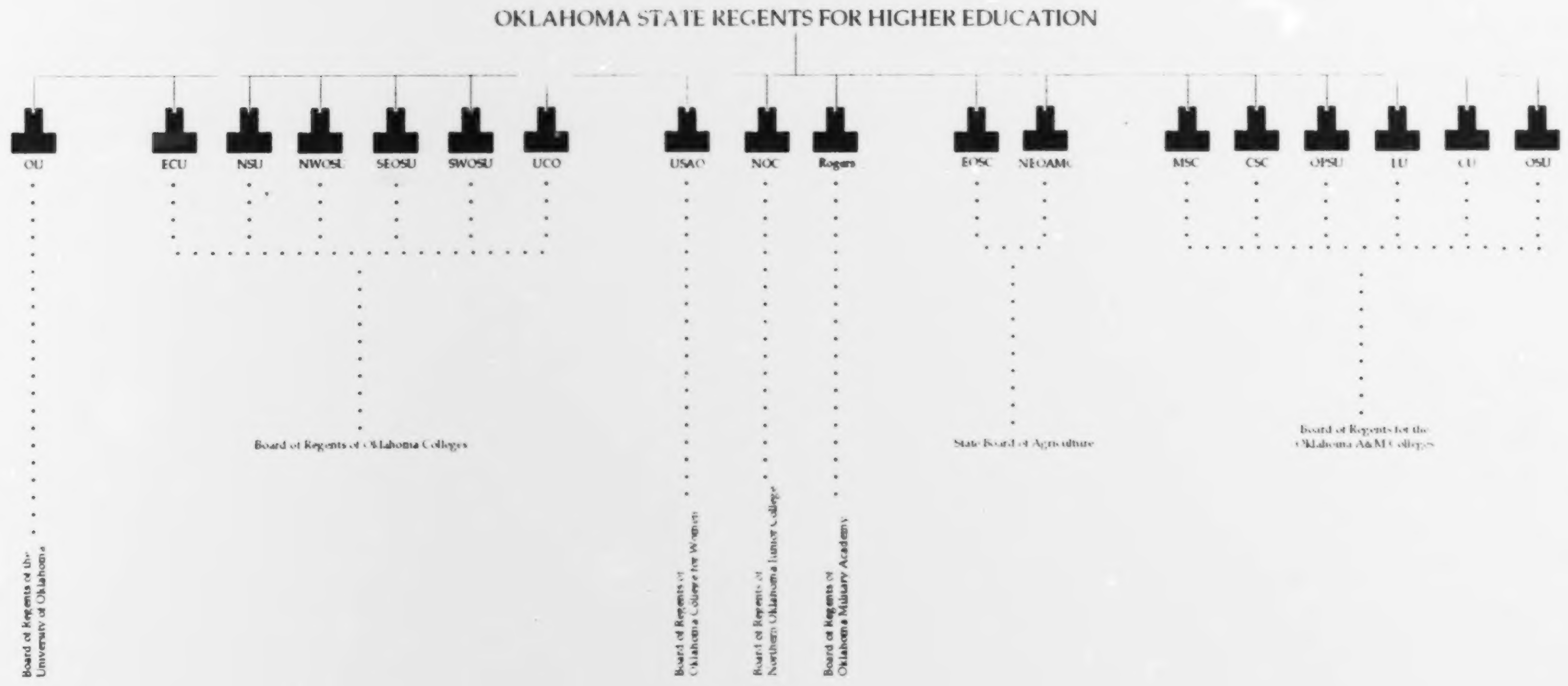
State Board of Agriculture

The Oklahoma State System of Higher Education
1950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State Board of Agriculture
Board of Regents for the Oklahoma A&M Colleges

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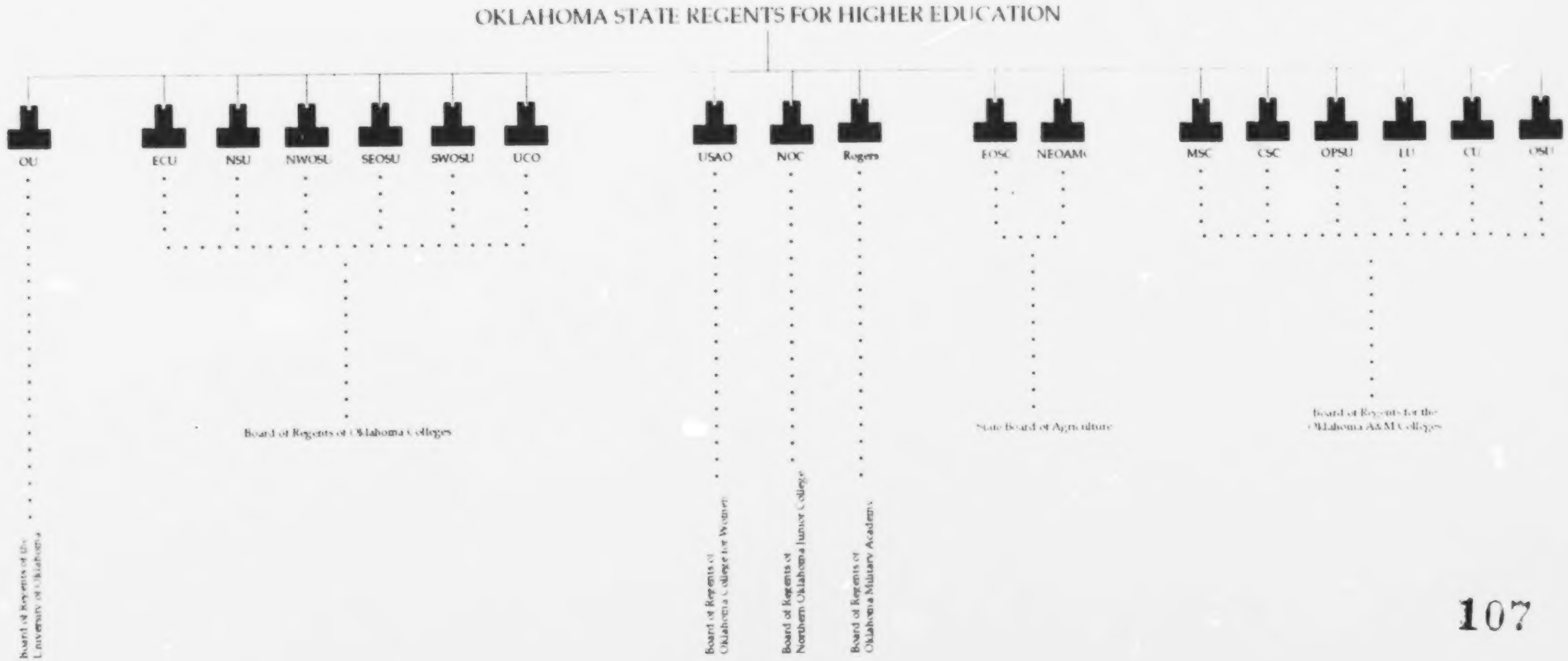
The Oklahoma State System of Higher Education
1960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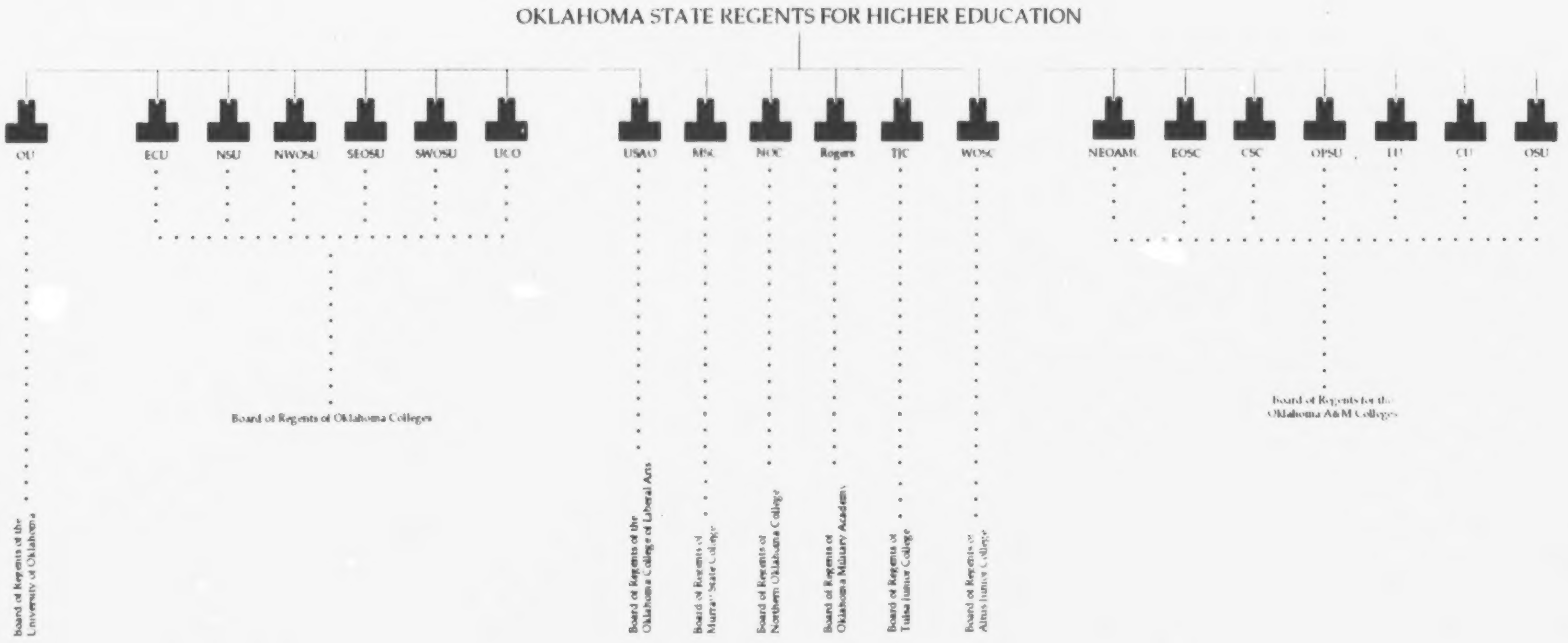
Board of Regents of Oklahoma Military Academy
State Board of Agriculture
Board of Regents for the Oklahoma A&M Colleges

The Oklahoma State System of Higher Education
1970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Board of Regents of Murray State College
Board of Regents of Northern Oklahoma College
Board of Regents of Oklahoma Military Academy
Board of Regents of Tulsa Junior College
Board of Regents of Altus Junior College
Board of Regents for the Oklahoma A&M Colleges

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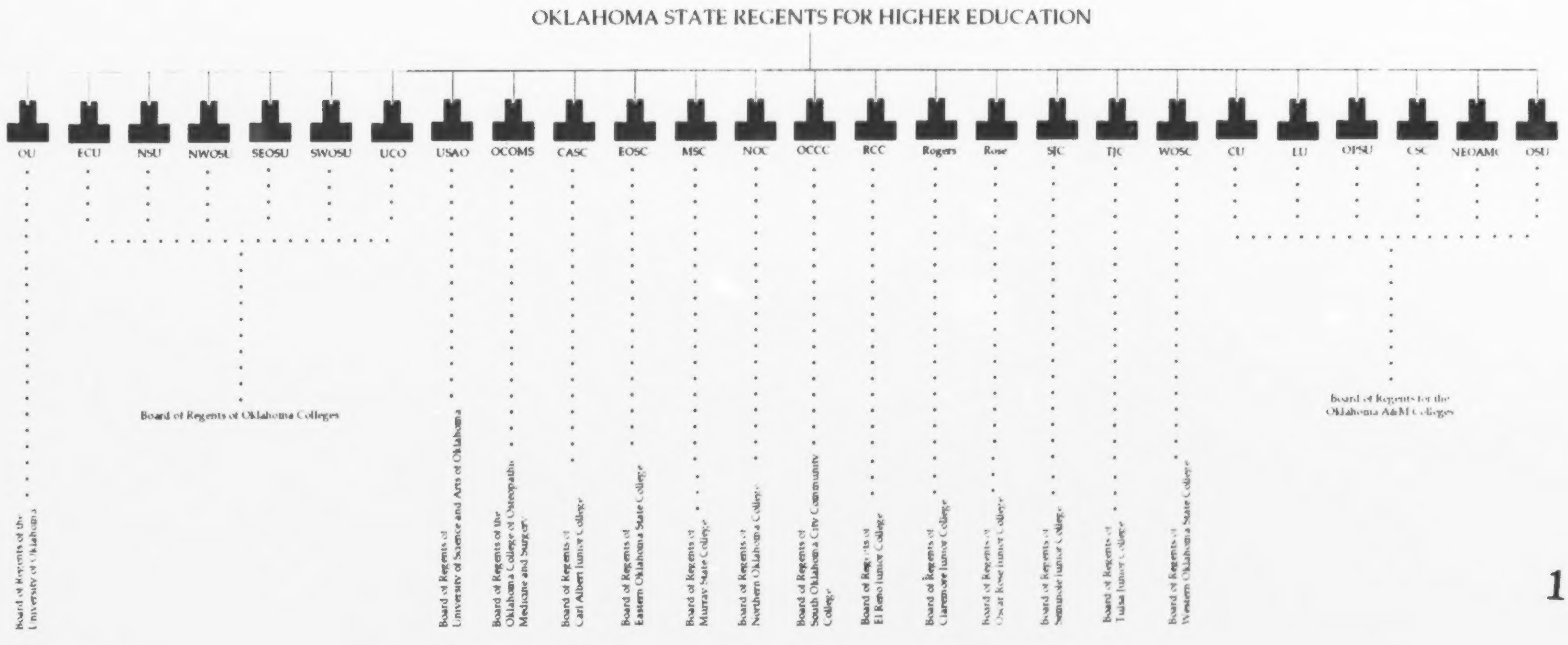
The Oklahoma State System of Higher Education
1980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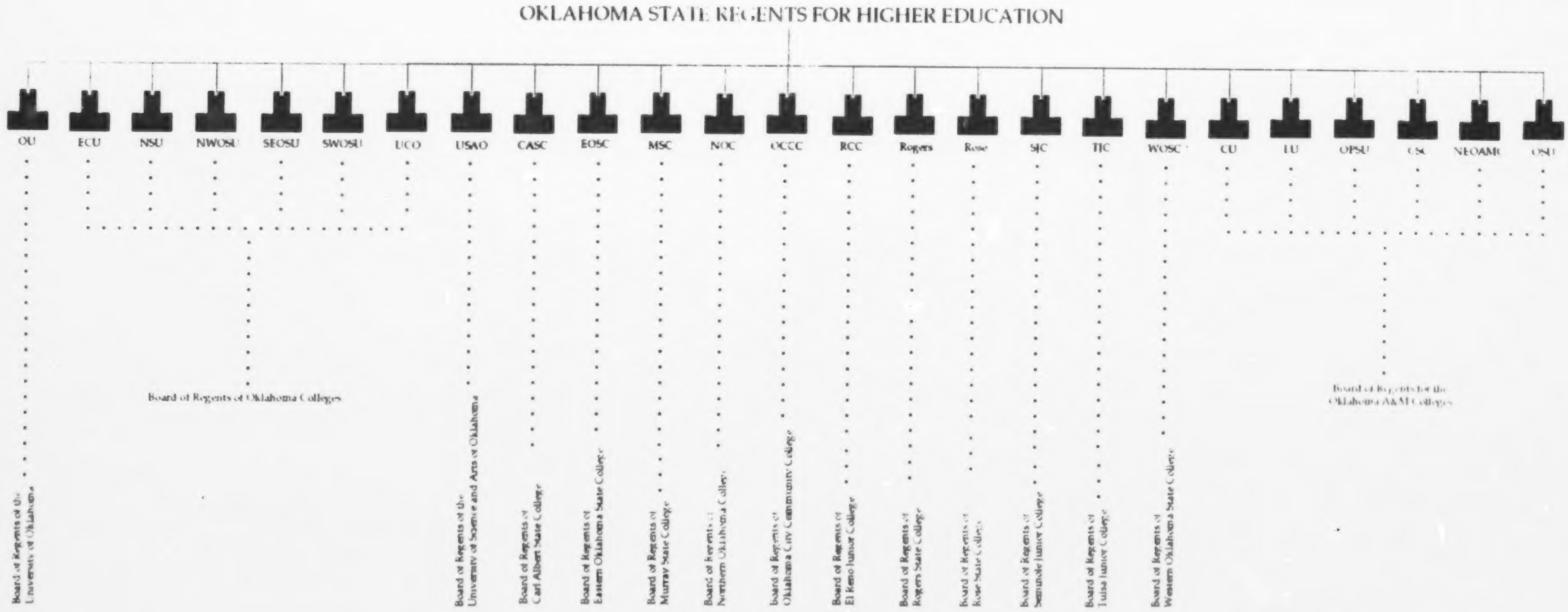
Board of Regents of the Oklahoma College of Osteopathic Medicine and Surgery
Board of Regents of Carl Albert Junior College
Board of Regents of Eastern Oklahoma State College
Board of Regents of Murray State College
Board of Regents of Northern Oklahoma College
Board of Regents of South Oklahoma City Community College
Board of Regents of El Reno Junior College
Board of Regents of Claremore Junior College
Board of Regents of Oscar Rose Junior College
Board of Regents of Seminole Junior College
Board of Regents of Tulsa Junior College
Board of Regents of Western Oklahoma State College
Board of Regents for the Oklahoma A&M Colleges

The Oklahoma State System of Higher Education
1990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Board of Regents of Carl Albert State College
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Board of Regents of Murray State College
Board of Regents of Northern Oklahoma College
Board of Regents of Oklahoma City Community College
Board of Regents of El Reno Junior College
Board of Regents of Rogers State College
Board of Regents of Rose State College
Board of Regents of Seminole Junior College
Board of Regents of Tulsa Junior College
Board of Regents of Western Oklahoma State College
Board of Regents for the Oklahoma A&M Colleges

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CONSULTANTS' COMMENTS ON GOVERNANCE
1970

J. B. CULPEPPER

- "I concur with the other consultants in the proposal to name a Board of Trustees for each of the state institutions."

- "If it is not possible to have a Board of Trustees for each individual institution, then the second best procedure is to have Boards of Trustees for like institutions." (rationale against this approach provided)

LYMAN GLENNY

- Deficiency in Oklahoma governance structure "that one sees is the uneven grouping of some kinds of institutions under a single board." "The experience across the country has pretty well indicated that if junior or community colleges are grouped with senior level institutions that the community college function is not properly exercised." "The same may also be said about the same board governing a comprehensive university and also governing institutions of the state college variety." "Consequently, the grouping that one finds in Oklahoma under the OSU Board where all three kinds of institutions are present, is no longer found in most other states for reasons of experience rather than reasons of some vague ideal."

- "Ideally, I suppose, one would recommend that every single campus of every state-supported institution would have a separate board..."

- Where there are too many institutions, institutions can be grouped on some "very reasonable basis in terms of their similarity or homogeneity of purpose rather than merely upon the level of degree that is offered which has been the single criterion most often used." "Grave deficiencies appear because of the sheer numbers of institutions under the control of a single board." "The grouping should probably not include more than six or seven or at the outside, probably eight, institutions under any single board; and this could be done only if the institutions were absolutely homogenous."

- "In Oklahoma, I would opt for having some system of grouping the institutions by type in terms of the function and program which they are to engage in and by degree level. This may mean one or more boards for your four and five-year institutions, perhaps one board for both of the state universities or else one board each for those institutions, and another board that would take care of all the two-year institutions that are state supported."

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EARL McGRATH

- "I think each institution under the jurisdiction of the State ought to have its own board of control." (citation of literature and rationale)
- "I would suggest, therefore, that where more than one institution is now managed by a single board of trustees that this practice be abandoned and each institution be given its own board."

S. V. MARTORANA

- "The simplest and most direct approach to improving the structure for organization and administrative control of higher education in Oklahoma would be to establish for every operating institution in the state, a separate and individual board of control to govern and manage that institution." (advantages cited)

JAMES L. MILLER, JR.

- "I think it is highly desirable that the institutions each be given an individual governing board if this is politically feasible. The number of governing boards may seem large for people accustomed to thinking of the number that exist today but it is a very small number if one thinks of the number of public school boards." (advantages cited)
- "Should it prove impossible politically to move to individual boards for every institution then I very strongly think that the board arrangement should be revised so that boards are responsible for institutions of similar types. The two state universities should have their own separate boards simply as a matter of political and traditional realism. Langston and Oklahoma College of Liberal Arts should have individual boards because of their unique missions. All of the other four-year and five-year colleges might be grouped under a single board for senior colleges. It would be reasonable to have a single state level community college board over all of the state junior colleges"
- "I think the idea of a single governing coordinating board in Oklahoma would be unworkable because of the large number of institutions."
- "A major factor in the business of boards is that no board should be responsible for institutions of several different types. The Oklahoma A&M Board is a beautiful example of a board whose members are expected to keep reasonably informed concerning a complex graduate university and also concerning the issues surrounding senior colleges and also the issues surrounding two-year colleges. Board members simply get lost in this kind of maze. Dedicated laymen can be expected to do a lot but they cannot be expected to do the impossible."

I - 1

JOHN DALE RUSSELL

- "It is fortunate in Oklahoma that the governing boards of the individual institutions have been retained in the organization of the coordinating system for the entire state. Certainly there should be no thought to giving up this pattern. As a matter of fact, I would be tempted to suggest even some extension of this principle because of the fact that in the case of at least two of the Boards of Regents, there are multiple institutions under their control...The pattern of control of the state colleges under a single board of regents probably was not unwise at the time those were small institutions of a normal school type practically exclusively devoted to teacher education. Today these are in the main, large institutions and their purposes are basic objectives beyond the teacher education, though this may be as yet their main function. At least one of these institutions is larger than any other institution in the state was ten years ago so that the problems of managing these institutions by a single board have seemed to outgrow the pattern as it was originally set up. It is suggested that consideration be given to a separate Board of ...Regents. The institutions under the Board of Regents for Oklahoma State University were originally all of the junior college agricultural school type with the exception of Langston University. Most of these institutions have outgrown that pattern and to a considerable extent, are no longer institutions with a single purpose. It is time to give consideration to the development of these as separate institutions also, each with its own Board. In the past, there has been an advantage in the branch type of operation for these institutions under the Oklahoma State University Board of Regents in that the accreditation of the parent institution extended to the satellite or subordinate institution. The accrediting associations are abandoning this pattern and each of these institutions must stand on its own feet for accreditation. It would see, therefore, that their operating controls might well be delegated to new Boards of Trustees and that they might be separated from the control of the Board of Regents of Oklahoma State University. The State University itself is a large, diverse organization and certainly does demand the full-time attention of its Board of Regents and that attention must be distributed among a considerable number of branches or the chances are very large that both the university and the branches suffer from inadequate attention by the Board of Regents....In general, the tendency has been to set up institutions under their own boards when they achieve strength and size equal to that which normally used to be associated with an independent institution . All of these institutions have achieved that level now in the State of Oklahoma and it is suggested that the time has arrived with consideration of their separation from the parent board of regents of the university or the Board of Regents of Oklahoma Colleges should be considered.

- No other state has separated out its vocational-technical education from common education and from higher education except as a failed experiment. "Oklahoma is in a position where it needs to consider seriously the structure of the program of the vocational technical education and to provide for its very clear coordination through the Oklahoma State Board of Regents for Higher Education."

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- "The most notable instance of an institutions which should clearly have its own Board of Regents is Langston University, where the program is no longer that of a strictly land grant college but where it is a parallel university to most of the other institutions of the college type in Oklahoma."

JAMES L. WATTENBARGER

- "A clean clear cut structure would provide each institution with its own operating board which would be concerned with its own institution."

- "A recommended structure would consist of:

  1. Community college boards--one for each of the eleven regions responsible for all post-high school education of less than baccalaureate degree within their assigned geographic areas.

  2. State college boards--one for each state college (nine of them). These institutions should be responsible for all baccalaureate level work in their regions except that assigned to the universities.

  3. University boards (two of them). These two boards should be responsible (exclusively) for all doctoral, professional work requiring education beyond the master's level, and such master's programs as may be assigned by the State Board of Regents.

  These twenty-two boards would be responsible for the day to day operations of the individual institutions working through their own executive officers and staffs.

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Report on Oklahoma Site Visits Concerning Governance

October 13-17, 1992
by Robert Berdahl and Harold Enarson

REPORT ON OKLAHOMA SITE VISITS CONCERNING GOVERNANCE

October 13-17, 1992
by Robert Berdahl and Harold Enarson

This report, jointly authored by Robert Berdahl and Harold Enarson, is an account of four intensive days of meetings with over one hundred persons in October 1992. Whether presidents, deans, legislators, faculty, or members of governing boards, everyone we talked to was willing to share their views on governance with us. Some drove long distances for what turned out to be much too brief discussions.

We met unfailing courtesy from everyone and for that we are grateful. We are also grateful to the Chancellor's staff, and especially to Ruth Ann Dreyer, for working out complicated interview and travel schedules.

Our task was a limited one. We were not asked to prepare, for the record, or privately, any recommendations. Instead, our challenge was to become generally familiar with the issues as seen by key figures in governance, and to report our impressions to our fellow team members and to the Chancellor and the Board of Regents. In short, we were challenged to get a sense of "the lay of the land" so that we could sensibly analyze recommendations later emerging from the in-house study under way. (At the State Regents retreat on November 7, we made an oral presentation of this report to the Chancellor and the Board.)

The specifics of our assignment were spelled out as follows in the Chancellor's memo sent to those we were scheduled to meet:

1. ON-SITE VISITS. Governance experts will visit with regents and trustees, campus officials, executive and legislative leadership, advisory groups, civic groups, historians, education groups, etc. to obtain first-hand information about the existing governance arrangement and thoughts about its improvement.

2. STATE REGENTS' VISITS. Governance experts will interact with the Chancellor and State Regents' committees advising them on advantages and disadvantages of different approaches and guiding them in identifying modifications that will assist in meeting State System objectives.

3. CHANCELLOR AND STAFF. Governance experts, in their role as advisors, will react to, critique, and supplement the study's text prepared by the Chancellor and staff.

It is worth emphasizing that this is a report only on our site visits. To repeat: it contains no recommendations because none were asked for or invited. We did not have, at any time during the course of our visits, knowledge of the direction of the thinking of the Chancellor and his staff.

We consider ourselves "students" of higher education, rather than "experts." Expertness connotes a high degree of specialized knowledge plus a high degree of certainty in prescription and in predicting results. We do claim independence of judgment, neutrality concerning Oklahoma education politics, and a determination to report fairly on what we observed. Finally, we carry no brief for any particular theory of organization or structure of governance. We do claim familiarity with the issues and with current developments around the nation.

At the beginning of each meeting, we invited candor and pledged confidentiality. Nothing here or in subsequent conversations with the Chancellor and the Board identifies any point of view with any particular individual.

We were reminded repeatedly of the folk wisdom, "if it ain't broke, don't fix it." The necessary corollary, of course, is that it is essential to examine systems to see if they can be remodeled to work better.

We also noted that the structure of postsecondary education has changed over the years in response to powerful forces -- as for example the evolution of normal schools to regional universities, the creation of junior colleges, and the emergence of the University of Oklahoma and Oklahoma State University as major centers of research (and competitors for doctoral program support). Governance is hardly static, witness the sudden (many say precipitous) transfer of Cameron University from the OU Board to the OSU Board.

We must report that we found no desire for changes in structure -- described by some as "moving the boxes" on the organizational chart. Indeed we found a pervasive resistance to change thought to affect present arrangements adversely. Sensibly, presidents and governing boards did not share with us whatever notions they may have had about improving the governance system. Distrust of change is understandable, since institutions soon learn to "work" the existing systems and tend to be fearful of new arrangements. Our experience in other states indicates that only when specific recommendations for governance are made is it possible to elicit a considered view from those whose vital interests are affected.

In one critical area, the selection of trustees and regents for the 26 boards and the Board of Regents, we found near-unanimous agreement that methods of selection hold the key to improved governance. There is recognition that governors need help in seeking out and aggressively recruiting able persons for jobs that are increasingly important, demand much time, and earn few rewards from the public. "Politics," some said, "will always infect the process." But others felt that legislation along lines proposed in the *1992 Report on the Selection and Quality of Regents and Trustees for Higher Education Governing Boards* would assist governors and legislatures, buffer them from the most extreme pressures, and in some instances save them from egregious errors.

Perhaps unavoidably, in some discussions attention turned to the "politics of alignment" -- would some institutions have more political clout if they were aligned with the more powerful institutions? In this connection the Tolbert Report of 1988 surfaced frequently. Described by one observer as an "intellectual exercise that failed, in part for lack of committed follow-through," the Tolbert Report continues to stir strong feelings. That report, which called for a three-tier system with four boards, has no backers. We were assured that if any such recommendation surfaces again it will be fought vigorously, especially by the junior colleges.

For many years, critics have seen Oklahoma's higher education structure as a "non-system." Hyperbole aside, it is a complicated system. If governance effectiveness were measured by the simplicity and symmetry of an organizational chart, Oklahoma would fail miserably. But this is not the test of effectiveness. It is a system that has adapted from time to time to new realities, and sometimes to political forces untouched by reasoned arguments.

We were reminded that it is a system that faithfully reflects the past but may be inadequate for the emerging future. The "Tulsa situation" underscores the problem. Tulsa was described to us as a "dynamic city with strong business leadership and the capacity to get its way once it decides what it wants" (emphasis supplied). It was a description not limited to Tulsa leaders. Plainly, there may be need for fresh thinking about how to better harness the educational engines now in place -- Tulsa Junior College and the University Center. However, we sensed no consensus whatever about what new configuration in governance would make the most sense. There were hints that at some time in the future there will be strong pressure to establish a major new public university in Tulsa.

As we moved (too hurriedly) from one group to another, we repeatedly came upon the issue central to the Oklahoma governance system, and indeed to virtually every state searching for better governance of its colleges and universities: whether individual boards are preferable to multi-campus boards. Or more precisely, can the boards of multi-campus colleges and universities exercise responsible oversight, given the size and complexity of their domain. Oklahoma, we observe, has neatly resolved the issue by having it both ways -- imposing ever heavier burdens on the OU and OSU boards and preserving free-standing institutional boards for some of its institutions. (In this report we make no judgment on the relative merits of the two theories of governance, reserving our views on this important issue for the critique of the Chancellor's recommendations.)

A strong case for keeping the institutional boards was made frequently and eloquently by junior colleges. The representatives of the junior colleges pointed to the community's sense of ownership in the colleges, as local institutions serving the local community which created the college and often invested money in it. Thus, it was said, "only a local board, familiar with the college and with community needs, can cherish and sustain the college." Moreover, junior colleges that receive money from a local tax base risk disastrous consequences "if they are just all smushed together" under a single governing board. Finally, it was said that the cost of operating a separate board (travel, secretarial services, etc.) was small and no savings of consequence could be anticipated from moving to a single multi-campus board. It was conceded, however, that there might be economies of scale, in the provision of legal services for example.

Exactly opposite views were expressed by representatives of the Board of Regents of Oklahoma College, a body governing six regional four-year colleges. The board is comfortable with its assignment of governing each of the colleges. The

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presidents we met with seemed equally comfortable with the present arrangements. Board members believe they have a good handle on all six institutions, which have much in common (except possibly the University of Central Oklahoma, largest and fastest growing in the family). They point to economies of scale in the provision of a wide range of staff services. Individual board members make a point of personal appearances at ceremonial events on the campuses. In some states, similar colleges are headed by a "strong executive," titled variously Chancellor or President. Here, the board appears comfortable with the present "executive secretary" model.

Our conversations with the presidents and board leadership of OU and OSU -- both complex, multi-campus systems -- were limited and brief. No one voiced concerns about the large leadership/management span of responsibilities exercised by the presidents and the workload this imposes on the respective boards. The clear impression was that with substantial delegation to the presidents the tasks were manageable. We were also told that there are substantial economies of scale in both systems, an assertion that could be established only by detailed analysis. An efficient office of the Secretary of the Board can, of course, ease the routine work of a board. However, we were left with the impression that adding or subtracting one or more institutions would make little difference in the depth and quality of board oversight. Surely a proposition that bears examination.

To move, as we did, from one group to another, was to be reminded how easily habit and custom are reinforced by self-serving arguments, and how difficult it is for busy people to take time out to imagine other, possibly better, ways of doing the public's business.

Proliferation of graduate and professional programs is perceived in Oklahoma, as elsewhere around the country, as a big money issue. Engineering and architecture, for example, are sore points in the argument about which programs truly involve wasteful duplication. The competitive rivalry between OU and OSU at the graduate level is seen as a fact of life, as is the "upwardly mobile" desire by some regional campuses for expansion at the master's level. These are issues that any system of governance must somehow address. The State Board of Regents' efforts to sharpen the missions of each institution have promise. Beyond that, the State Regents have the task of deciding on the merits what new programs are justified in the context of balancing education needs and state resources.

The Academic Centers (Ardmore with nearly a decade of successful experience) represent a creative response to the plight of underserved areas, bringing faculty resources from several institutions to deliver courses at minimum overhead cost. Although there is thought to be some inherent instability in the "Centers concept," there does not appear to be any widespread desire to convert the centers into branch campuses. The center concept is an important step along the road toward delivery of education through telecommunications, a long-promised solution yet on the horizon. The barriers are not technical, but institutional.

Frequently, our discussions moved into the larger questions that lie largely beyond governance. The lack of a "vision" of excellence was described as a critical impediment, along with a tradition of low public support for higher education. The "only 65 percent" level of funding was repeatedly cited as "the real issue." On the other hand, those we met were not indulging in self-pity. Far from it. There is pride in each of the colleges and universities on the part of their leaders, and a determination to get on with the job with the resources available. In the words of one critic, Oklahoma's future "lies in a skilled work force, an educated citizenry, and investment in research -- and we aren't organized and motivated to do that."

"No one knows what to make of the Cameron thing. Politics, not educational considerations, called the shots." The Cameron "deal" elicited scorn mixed with amusement -- scorn that the deal was done suddenly without public hearings or considered analysis, amusement that OSU was so abruptly stripped of one of its campuses and OU presented with the gift of added responsibility. One observer noted that, "The drama is not over. The Cameron takeover may galvanize others to try a fast deal." There was strong agreement (except in obvious places) that such "spastic" legislative changes in governance, even if possibly justified, were unwise. This criticism, we would note, would be more compelling if there were a general willingness to address the governance issues, which plainly there is not.

Our meeting with the Faculty Advisory Council was a useful reminder that governance has many dimensions. The current study does not include the internal governance of the respective campuses. Yet it is here, in the academic decision-making on campus, that faculty have substantial participation or are shunted aside. The lack of a strong tradition of faculty participation in some of the junior colleges was alleged to encourage autocratic behavior on the part of presidents and governing boards. Too many members of governing boards, we were told, have only the vaguest idea about their responsibilities. The result is slack oversight alternating with intermittent meddling in university affairs. Institutional boards are especially vulnerable to "local" meddling, some felt.

Some regents of institutional boards are concerned about the relationship between the various governing boards and the State Board of Regents, a relationship characterized as, at best, "ambiguous." As a "coordinating board of control," the State Board of Regents has near total control over educational decisions. Yet in the nature of things, the institutions must have a large zone of responsibility if they are to be accountable for educational outcomes. When the State Board of Regents assumes the role of guardian of quality -- approving or rejecting individual courses (as required by law), approving new programs -- it often deals directly with the institutional head. The governing boards, we were told, on occasion may be outside the process. The office of the Chancellor must be meticulous in its communication with presidents and boards. In what ways are the governing boards accountable, and how is this accomplished?

Great hopes exist for the soon-to-be released systemwide teacher education program review. The review was thought timely, indeed overdue. Few programs are as important to a state as those in teacher education. Statewide review is appropriate, and this underscores the importance of shared responsibility of the governing boards and the State Board of Regents, along with the State Department of Public Instruction. To think about teacher education is to be reminded of the need for inter-campus cooperation, campus-school partnerships, and public involvement throughout the process -- all lying beyond "moving the boxes." It is to be reminded of the need for innovative leadership, which transcends issues of governance -- up to a point.

Good structure, of course, doesn't guarantee good results. Some of those interviewed believed that good people can function effectively even in poor structures, and that structure doesn't really matter. Yet when pressed, no one we interviewed proposed creating a single unitary system -- an all-powerful board with advisory councils at the campus level. Nor did anyone suggest that the several multi-campus governing boards be disbanded and governing boards created for each college or university. Both absolutist pure-type models had no takers.

When pressed, many of those interviewed conceded that, a) existing arrangements reflect history and political accommodation; b) periodic review of governance is essential (but "don't pull up the plant daily to check the roots"); and c) some changes may be desirable -- if they involve some other institution.

We heard a strong argument for diversity of governance arrangements, for "not pushing a good point too far." Oklahoma has in the State Regents a combination coordinating and governing board, which makes -- some said -- for a great

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concentration of power and its potential abuse. The State Board "seems to want to control everything, which is a big mistake." "The State Board has great power, is buffered from politics, but it hasn't shown the courage to act."

One long-time observer, pondering the value of single institutional boards vs. multi-campus boards, commented that the problem is that historically "Oklahoma hasn't allowed any one concept to work." Another veteran observer said that the importance of the choice was easily exaggerated: "We have good people on our boards but few have a clear grasp of their role -- what they should and shouldn't do." One veteran president, dramatizing his desire to stay in a multi-campus system, said "If I had a local board, I would be summoned downtown every Monday morning to get my marching orders for the week."

Several businessmen pointed to alleged parallels of higher education and branch banking. Consolidation makes for efficiency in provision of shared services. But "once you lose local involvement, you lose the quality of customer service." An intriguing line of thought.

Evaluation of institutional performance is seen as an increasingly important component of good governance. It is now generally accepted that presidents and chancellors need, and deserve, periodic formal and systematic review of performance. It is difficult to disentangle the performance of a chief executive officer from that of the board. If boards are to be on track, and fully accountable, they too need and deserve a periodic formal and systematic review of their performance. We asked several times whether there was a system in place for evaluation of board performance. If there are such evaluations, we were not made aware of them. The general reaction was that evaluation was "a good idea," but we detected no fervor to get on with the job. Several Regents spoke favorably of the Regents Seminars as useful orientation for new members and useful continuing education for others.

The organization and management of technical and vocational education is currently a major concern in several states. The argument for enriching technical and vocational education with general education, and for offering academic transfer programs along with vocational technical programs in the same institution, is now generally accepted by students of the community college movement.. And as states study this issue, the trend is clearly in this direction.

Oklahoma has a separate system of technical and vocational education, paralleling the State Board of Regents. The system is politically powerful and, we were told, "politically impregnable." As the junior colleges increase their offerings in adult education, and as the definition of technical and vocational education becomes increasingly blurred, the isolation of the two systems one from another makes for unhealthy competition. Here is a classic instance of why governance does matter -- and matter a lot.

This is hardly a new problem in Oklahoma. A 1970 report on governance by seven nationally-recognized experts includes this comment: "No other state has separated out its vocational-technical education from higher education except as a failed experiment.... Oklahoma is in a position where it needs to consider seriously the structure of the program of the vocational technical education and to provide for its very clear coordination through the Oklahoma State Board of Regents for Higher Education."

Now, 22 years later this view is equally compelling and, indeed, was echoed in the recent study by Dale Parnell, who recommends creation of a multi-campus Oklahoma City Community College District if supported by an area-wide *ad valorem* taxing authority.

The distribution of money between the junior colleges and the other institutions is a festering problem -- "we [the junior colleges] have the student growth, the vo-techs have the dollars." For a state that is described as "over-schooled and over-boarded," there may be no easy answers. None were proposed to us; we were reminded that sometimes public bodies prefer the problems to any possible solution.

The OSU Technical Branch at Okmulgee deserves special mention as an anomaly in governance. It is budgeted from the Chancellor's office, yet has a reporting relationship, largely nominal it appears, to the president of Oklahoma State. As a thriving technical institution it has a clearly defined mission and fills a "niche." Some would argue that it has succeeded in part because those who oversee it have "ridden with a light rein." The growing collaboration with the junior colleges comes not from external dictates nor lines on an organization chart, but from the initiative of deans and faculty -- a sobering thought. Governing boards find it relatively easy to constrain, but extremely difficult to elicit innovation, high standards, increased productivity.

We concluded our visits with appreciation for the patience and courtesy of those who at sacrifice of their time responded to our questions, shared their concerns and suggestions. Oklahoma is blessed with many committed lay persons and career administrators -- men and women who care about their institutions and their state.

The challenge for the State Board of Regents and the boards it oversees is to "think anew" about governance, to focus on what is best for students, and to labor together toward creative compromise. With men and women of good will, this is not an impossible task. The alternative will be the *status quo* along with spastic changes initiated directly through the political process. Oklahoma citizens deserve better than that.

Critique of Recommendations on Governance

Oklahoma State Regents for Higher Education
November 1992

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CRITIQUE OF RECOMMENDATIONS ON GOVERNANCE

Oklahoma State Regents for Higher Education
November 1992

Governance team: Robert Berdahl, Pat Callan, Harold Enarson, and Bob Gale

Preliminary Observations

Although billed as "experts" on governance issues, we prefer to consider ourselves "students," for expertness connotes a high degree of specialized knowledge plus a high degree of certainty in prescription and in predicting results. Our reactions to the Regents' recommendations are offered in no such spirit of certainty; but we do claim independence of judgment, neutrality concerning Oklahoma education politics, and a determination to report fairly on what we have read, heard, and discussed. We also bring to these discussions considerable knowledge about governance issues in other states, though we constantly remind ourselves that "context is crucial" -- things may be very different in Oklahoma.

We offer the following general observations and then try to apply them to the Oklahoma scene.

1. Personalities and money are probably more important variables than governance structures in helping a state to achieve an effective higher education system. While ample funds alone cannot guarantee quality, the absence of funds can make quality more difficult to achieve. Similarly, good people can make even mediocre structures work well, and conversely, inadequate people can ruin even the best of systems.

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In the case of Oklahoma, the shortage of funding makes it more than ordinarily important to construct the most effective governance structure. At the same time, the presence of many committed and talented persons at the state and campus levels may allow the system to achieve an added margin.

2. Disagreements over governance issues are sometimes counter-productive; changes should not be proposed for the sake of change, particularly if other approaches can produce most of the desired results.

In Oklahoma there is a sense that state government leaders, whose support and understanding are vital to higher education policies and programs, may be distracted by politicized governance issues. Furthermore, we heard that improvements are already being accomplished within the present structure: clarification of the Regents' role and mission; important changes emerging from their teacher education study; and University Centers at Tulsa, Ardmore, and Enid -- all accomplishing good things. There are many ways to get "there" from "here," and the road marked "restructuring" may be the bumpiest.

3. Nevertheless, we must answer those who contend that governance counts for little: it does matter how people are brought together and who sets the agenda. And while governance reform should not be undertaken lightly, there are times when it is the proper course. It is not necessary for something to be broken before asking whether its operation can be improved. Clearly the abrupt changes in governance of

the College of Osteopathic Medicine and of Cameron University have brought to the fore questions of how best to make such changes; and the legislature itself has requested the Regents to undertake the present study.

4. This study reveals two potentially clashing principles: on the one hand, the State Board of Regents has a heavy agenda of other matters to pursue with the institutions, while continuing to build a good faith partnership with the governing boards and their presidents. The people have a great sense of ownership in their colleges and universities, as well they should. There are real interests, and yes they are "vested," and not lightly to be tampered with. In the redesign of governance, as in all else, the consent of the governed is to be assiduously sought. On the other hand, such consent cannot be permitted to act as a veto. Today, our colleges and universities are under intense scrutiny. They are asked to "do more with less," to innovate, to find new and better ways of teaching, to explore partnerships with the public schools, business, and state government. Amid the crucible of change, does it make sense to regard governance arrangements developed years ago, in different times, as sacrosanct?

5. It is tempting for reformers to want to do too much too quickly, to advance the cause of sweeping, across-the-board changes. This is generally, though not always, mistaken. Occasionally, the constellation in the political heavens creates a brief moment of opportunity; old structures are swept aside and a new edifice built. But this

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is rare. In reorganization, the law is absolute: every thrust for power elicits countervailing power. The greater the number of proposed changes the larger the accumulation of critics able to band together.

6. Incremental change is in bad repute. It should not be. There are no quick fixes in the reform of education. We must look to painstaking efforts, one problem at a time. In "reinventing" governance, incremental change is not to be scorned. Change what should be changed within the limits of what realistically _can_ be changed.

Single Boards and Multi-Campus Boards

Judging from experiences in other states and the discussions of recognized leading "students" of this issue, there is a national consensus emerging among most of us working at the _state system level_ that in states with more than a relatively few higher education institutions, _coordinating boards_ (such as the Oklahoma State Regents) deal better with statewide matters than one single consolidated board. There has been much less national discussion about the general merits and weaknesses of single-campus governing boards versus multi-campus boards.

In the absence of national consensus, then, it may be significant that all seven of the Regents' outside consultants in 1970, and all four of us in 1992, agreed that campus governance is best achieved when there is one governing board for each

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campus. Yet it must be acknowledged that there may be factors operating in Oklahoma which would justify departing from that pattern.

The Fundamental Role of the Campus Governing Board

The whole notion of the lay board is premised on an article of faith: that a lay board allocating a reasonable amount of time (possibly the equivalent of four to five days a month) can effectively exercise the many responsibilities now vested in them. Simply to examine the traditional list of basic legal and financial responsibilities is to be reminded of the magnitude and importance of the governance task even for a small college or university (and complexity continues to grow). Oversight of the "flagship" university or of any comprehensive university occupies all the time that possibly can be available from the trustees and regents, all busy men and women with other pursuits.

Multi-campus boards have emerged in the last fifty years for a variety of reasons: for simplicity of state government in dealing with fewer boards and presidents; for economies of scale (real or imagined). Recently, this arrangement has met with increasing skepticism. The reality often is that multi-campus systems become prisoners of size (larger numbers of students on several campuses) or complexity (a research university, health science center, and other types all under one umbrella). Anyone who glances over the agenda for a multi-campus system will be impressed by

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the volume and variety of matters before it -- many legal and financial matters requiring board action. In these circumstances, controversial items along with routine items crowd the agenda. That which matters most -- educational policy -- rarely receives adequate attention.

If a board is fully occupied governing a single college or university, what happens if it is saddled with an additional institution, or several more? There has to be dilution of oversight. There can be no other consequence. The result is that the Board relies even more heavily on its central staff. The individual board member's personal knowledge about each member of the family is diminished. The board becomes remote from the institutions it governs. Not by design, but by inadvertence. the entire character of lay governance is subverted. In some multi-campus boards we see the shell but not the substance of lay governance.

We reassert this fundamental proposition: only the individual board for the individual college or university gives full effect to the values and virtues of the system of lay governance, so uniquely American.

Multi-campus boards, as Clark Kerr has observed, "seem always on the point of explosion." This is because of tensions that are inescapably part of the system. Conflict between the chief executive officer of the system and the CEO of the lead university, especially if this is the flagship, is virtually guaranteed. As for the much-

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vaunted argument that the several campuses can be effectively coordinated, experience in most other states does not support it.

The assertion that economies of scale justify a multi-campus system will not stand scrutiny. There are services common to all institutions -- legal counsel, architectural design and contracting, purchasing, computing, insurance. But if economies of scale work for several institutions, why not increase the economies by placing all institutions in a state under a single management umbrella? It is significant that this option finds no favor anywhere. A wealth of experience reveals that centralization brings penalties as well as rewards. Savings in purchasing, for example, often turn out to be mirages. Surely it is now well understood that state purchasing (widening the "economies" even further) is hardly the solution. The timeliness of delivery is as much an aspect of quality as price. And so it is with other staff services.

The bottom-line argument for multi-campus systems -- as viewed by the governors and legislatures who have created them -- is that this is a way of getting a handhold on competitive rivalries. With fewer boards and their CEOs, it is easier to hold both accountable. It doesn't work out that way. The thicker the "layering" of bureaucracy, the more remote the campus from the board and the central staff, the less accountability. In the name of accountability, we have diminished it.

There is only one compelling reason for not disestablishing multi-campus boards. It is simply that the disruption of making such a great change is too costly, too confusing, too controversial. But there is a step short of this, and that is to remove from multi-campus board oversight any institution large enough to justify having its own board. The burden of proof must shift. There must be compelling reasons for a board to be in charge of a collection of disparate institutions. In the case of regional four-year campuses with similar missions, a multi-campus board may be justified, if the span of responsibilities is manageable.

It is a common fallacy that institutional boards necessarily make for fragmentation -- for a guaranteed non-system at the state level. This would be true if there were not in place a strong state-level coordinating agency. But, as has been noted, the Oklahoma Regents constitute one of the strongest coordinating boards in the country, and it is also to be noted that span-of-control concerns are not as intense when the board in question is a coordinating rather than a governing board. It is the coordinating board that, with legislative backing, defines the missions of the various colleges and universities, battles wasteful duplication, structures both capital and operating budgets, and works to tie institutional objectives to overarching state priorities.

Many presidents, it must be said, prefer to work in multi-campus settings. There is only a limited amount of time for each campus on the Board agenda. Board surveillance cannot be as intense if a number of institutions are under review. So the presidents in question usually escape the occasional problem that occurs in single-campus boards when one or more trustees attempt to micromanage the institution over the president's shoulder. But surely it is not in the public interest to go from having too much lay oversight to having too little! A lay board owes the public appropriate oversight, surveillance of all of its family. But the reality is that oversight is diluted, and the result is diminished accountability.

Critique of the State Regents' Governance Recommendations

Recommendations 1 and 2: Board Evaluation and Qualifications for Board Service

No lay board can be better than the quality of its members. Thus, we enthusiastically endorse the first two recommendations. Good governance requires highly competent and dedicated board members. A governor can profit from an advisory committee that aggressively searches for outstanding candidates whose qualifications will be submitted for review and decision.

Periodic, systematic evaluation of presidents and chancellors was, until recently, rare. It is now generally regarded as essential. By the same token, evaluation of board performance is now essential. Historically, the evaluation of board performance has tended to be informal, sporadic. The best of boards may, if prompted, put in place a self-evaluation process. The worst of boards come under the harsh spotlight of public criticism, only after a crisis develops.

The public demand for accountability applies directly to the matter of board evaluation. Boards cannot have credibility with their respective publics, and with governors and legislators, unless they impose on themselves the searching evaluation processes that they impose on others. Board evaluation, on a periodic and systematic basis, is an idea whose time has come.

The Chancellor's office should provide advice and counsel on how such evaluation is best done. There are risks as well as benefits if the process is not skillfully designed and sensitively implemented. We know of no best way of doing board evaluation, but note that some approaches are better than others. Both inquisitions and whitewashes are to be avoided.

The Association of Governing Boards has developed a helpful body of literature on this important subject.

Recommendation #3: University of Oklahoma

In view of our concern about keeping board agendas as uncomplicated as possible (and particularly when dealing with comprehensive university boards), we endorse the Regents' recommendation to move Cameron University from the University of Oklahoma system to the Board of Regents of Oklahoma Colleges system (on which more is said below). Alternatively, Cameron could be given a board of its own, to meet our preference of governing boards for each campus.

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Recommendation #4: Oklahoma A & M Board

We strongly endorse the Regents' recommendations to provide separate governing boards for the two community colleges under the A&M Board. We also support the proposed removal from the A&M Board of its two technical branches, with the branch at Okmulgee to have its own board and the branch in Oklahoma City to be made part of a proposed new board in that city.

Removing these four institutions appears sound for two reasons: one, it thins the work volume of the A&M Board, and two, it is rare that two-year institutions flourish under a board that is also responsible for a major senior university.

The desirability of leaving Panhandle and Langston Universities under the A&M Board brings into sharp focus the issue of separate governing boards vs. multi-campus governing boards. If their missions remain predominantly agricultural, there is a strong case for leaving them with the A&M Board. But if, as with Cameron University, the campus missions have become predominantly non-agricultural (as we believe is the case), then a move either to a separate board (our first choice) or to the Board of Regents of Oklahoma Colleges seems appropriate.

Recommendation #5: Research and Graduate Education

We believe that the proposed Research and Graduate Education Council has great potential value, assuming that all parties enter into the analysis and dialogue in a good faith effort to transcend institutional loyalties. The proposal has several advantages:

- It addresses a problem common in states with two major comprehensive research universities -- how to maximize cooperation and minimize wasteful duplication.
- It dramatizes the legitimate interest of the political leadership in minimizing rivalries that do not contribute to the best use of scarce resources.
- The involvement of the two boards in a cooperative endeavor becomes a forceful reminder to those boards that their respective interests should, where feasible, be molded into a cooperative effort.
- It makes the bridging agency, the Council, responsible for an annual report to the governor on progress (or failure), opening a new channel of accountability.
- The proposal does not require a formal change in the governance structure, and if it is unsuccessful, it can be abolished without formal

change in such structure. If the experiment fails, the Council should not die by neglect, but should be given a merciful death.

Some fine-tuning may be required concerning who should be represented on the Council. Two of the four governance team members felt it appropriate for the Chancellor and two members of the State Regents to serve on the Council.

If the idea of the council succeeds, a similar effort might be tried in the health sciences, but it would be a mistake at this time to include the professional schools. To try too much too soon would doom the Council.

Telecommunications

While the State Regents' recommendation on this topic seems to make good sense for the state, the language of the present recommendation does not sufficiently link the issue to governance.

Recommendation #6: Oklahoma City Metro Delivery of Lower-Division Education

Although there are powerful reasons in logic and experience for providing a governing board for each institution, there may be a compelling reason for linking the four lower-division campuses under a single board. The reason is that all four operate within the same metropolitan district. The need for coordinated planning and best use

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of resources is apparent, and promises to be ever more urgent as enrollments increase.

A prominent national advocate for two-year colleges, Dr. Dale Parnell, had earlier recommended a three-institution merger for the area, subject always to finding local tax support for the institutions which currently lack it.

Recommendation #7: Regional Universities

Here is where our preference for single-institution boards may have to yield to a more critical consideration. The Board of Regents of Oklahoma Colleges seems to be doing an effective job in governing six relatively homogeneous colleges (Central State obviously being quite the largest). In view of our endorsement of other recommendations which will result in new governing boards, we should recognize the possible problems associated with naming new trustees for these six colleges, should BOROC be terminated.

Thus, we endorse the State Regents' recommendations to leave the regional college board in place, and then raise questions about whether, as mentioned above, Cameron, Panhandle, or Langston Universities should be added, or given separate boards. We suggest that the response should depend primarily on two factors: first, how similar are the missions of the possible new members to those of the existing six; and second, how much more strain would the regional college board feel in trying to govern seven, eight, or nine institutions instead of the six that they now feel comfortable with.

Our preference is for separate boards for the three institutions, but we defer to people closer to the situation to provide these finely-tuned judgments about mission and span of control. If any of the three institutions were to be singled out for separate board status because of its distinctive mission, it would, in our judgment, be Langston University.

Recommendation #8: NEOAMC and Connors

We endorse these recommendations as responding to our preference for institutional governing boards.

Recommendation #9: Technical Branch - Okmulgee

We support the recommendation that the Oklahoma State University Technical Branch-Okmulgee be removed from the jurisdiction of the A&M Board. The present relationship with the Board appears to be tenuous at best. Okmulgee is a specialized institution, of great value and promise. The time has come to put a governing board in place to monitor and guide its development.

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Recommendation #10: Langston University

See our final comment under #7 above.

Recommendation #11: University of Science and Arts of Oklahoma

The State Regents' recommendation makes sense.

Recommendation #12:

Insofar as the same logic applies to coordinating the governance of two-year institutions in the Tulsa metropolitan area as we accepted above in #6 for the Oklahoma City area. we endorse this recommendation.

Recommendation #13: Sayre

We endorse this proposed change because it does fulfill the concerns about functional similarity and geographic proximity.

Recommendation #14: Governing Boards

We endorse both Parts a and b of this recommendation. The surest way to help obtain the highest quality of citizen participation in lay governance in higher education is to ensure that the governing boards feel empowered to undertake important functions in the Oklahoma state system of higher education. Outstanding people will serve if they feel that their time is being well spent. While the State Regents must never abdicate their responsibility for promoting the statewide public interest, this recommendation and commitment are a healthy sign that they will try hard to play a partnership role consonant with that responsibility.

Concerning Part b and the frequency of examining governance issues, it is probably realistic to speak of trying to go five years without reopening the topic; but we would hope that after the present cycle of proposed changes has been worked through, it might be possible to go even longer than that, for we have earlier noted that the answers to most state problems in higher education usually do not lie in the process of restructuring.

OKLAHOMA STATE REGENTS FOR HIGHER EDUCATION
State Capitol, Oklahoma City

PUBLIC TESTIMONY

RECOMMENDATIONS ON GOVERNANCE

Name	Organization	Type	Rec #	For	Against	Position
Weinland, James	Concerned citizen	Fax, 2/2/93	All	X		Recommendations would improve Ok higher education with closer oversight, better service, quality, and efficiency; recent scandals result of poorly organized, irrational system of oversight; cooperation between institutions can exist with different boards.
Keller, Ed	Chairman, A&M Board of Regents	Letter, 12/22/92	All		X	Vertical grouping better; constitutional issues; upheaval w/o progress; exceeds governance issue.
Wischropp, Theodore	President, OPSU	Speaker, Guymon	1	X		Assessment can be valuable.
Jones, Melvin	Member, HEACO	Speaker, OkC	1,2	X		A "step forward" for higher education in Oklahoma.
Garber, Martin	TJC regent	Speaker, Tulsa	1,2	X (1)	X (2)	Assessment should occur more often than every 5 years; OkC committee couldn't do as good a job in selection as Governor.
Binning, Bart	President, HEFA	Speaker, OkC	1,2	X		Assessment = positive effect on quality of service; advice on regents' selection = improvement of appointees.
Vehik, Susan	Faculty member, OU	Speaker, OkC	1,2,5	X		Faculty input would be valuable to ensure success of rec's.
Benbrook, Bruce	Regent, OSU/A&M Board	Speaker, Enid	1,5	X		Bd assessment valuable; research council idea already adopted.
Wilson, Doug	Exec. Secretary, A&M Board	Speaker, Guymon	1,5	X		Assessment is valuable; council cooperation has already begun.
Birdwell, Harry	Vice-President, OSU	Spkr, Weatherford	2	X		Would identify those willing to tackle time-consuming service.
Long, Ed	State Senator	Speaker, Enid	2	X		Regent nominees to Governor will identify those willing to work.
Davis, Jeff	Pres., Stillwater Cham of Commerce	Speaker, Tulsa	2,4	X (2)	X (4)	Selection could enhance quality, effectiveness of regents; to alter governance now would be disruptive, could cause conflicts.
Tippens, Doug	Regent, OSU/A&M Board	Spkr, Weatherford	2,5	X		#5 is already "in the works".
Shaw, Frank	President, OOA	Spkr, Muskogee	3,4		X	OSU, COM share mission of serving rural Oklahoma.
Aldridge, Jack	Osteopath, Wagoner	Spkr, Muskogee	3,4		X	Osteopathic medicine strong by affiliation with OSU; OU merger would "strike at heart" of osteopathic medicine education, essential to rural Ok.
Tyler, Bob	Student, OSUCOM	Speaker, Tulsa	3,4		X	A&M board enhances osteopathic medication education in Ok.
Robison, Mel	Osteopath, Sayre	Spkr, Weatherford	3,4		X	COM better served by OSU board.

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Allen, Thomas	Provost/Dean, OSUCOM	Speaker, Enid	3,4		X	No competition with other programs at OSU.
Allen, Thomas	Provost/Dean, OSUCOM	Speaker, OkC	3,4		X	COM would not be valued by OU as by OSU; OSU, COM have common missions, geographic affinity.
Allen, Thomas	Provost/Dean, OSUCOM	Spkr, Muskogee	3,4		X	Change of governance won't improve education; COM won't be a priority at OU like it is at OSU.
Allen, Thomas	Provost/Dean, OSUCOM	Spkr, Tulsa	3,4		X	OSU, COM share mission of serving rural Oklahoma.
Grewe, Terence	Osteopath, Tulsa	Speaker, Tulsa	3,4		X	COM = integral part of OSU: "natural blending of common institutional interests and strengths."
Jones, Bob	Executive Director, OOA	Speaker, OkC	3,4		X	OSU, COM share mission of serving rural Oklahoma.
Birdwell, Harry	Vice President, OSU	Spkr, Weatherford	3,4,6,7, 8,9,10		X	OSU/A&M schools work together closely to benefit all.
Tippens, Doug	Regent, OSU/A&M Board	Spkr, Weatherford	3,4,6,7, 8,9,10		X	Quality, efficiency, oversight assured; no school neglected.
Campbell, John	President, OSU	Speaker, Enid	3,4,6,7, 8,9,10		X	A&M schools cooperate efficiently in research, public service, etc.
Wilson, Doug	Exec. Secretary, OSU/A&M Board	Speaker, Guymon	3,4,6,7, 8,9,10		X	No benefits to be gained from changes, only inefficiencies.
Stringer, Dean	Regent, OSU/A&M Board	Speaker, OkC	3,4,6,7, 8,9,10		X	Dismemberment of 3 schools not governance issue; OSU/OKC is "jewel" that should be supported, not pummeled.
Bowen, Ray	Provost, OSU	Speaker, Tulsa	3,4,6,7, 8,9,10		X	Articulation agreements between A&M schools benefit students; basic network connects all A&M schools; reorganization would bring inefficiencies when they can be least afforded.
Keller, Ed	Chair, A&M Regents	Speaker, Tulsa	3,4,6,7, 8,9,10	X (1)	X (all others)	Report exceeds governance issue, is disruptive to progress; institutions will not be better served if report is adopted; assessment is already initiated on A&M-governed campuses.
Begley, Jack	State Representative	Speaker, Enid	4		X	Area growth requires help from OSU research, extension service.
Guthrie, Russell	Citizen, Goodwell	Speaker, Guymon	4,7		X	OPSU is agriculturally oriented which fits best with OSU.
Hitch, J.C., Jr.	Citizen, Guymon	Speaker, Guymon	4,7		X	Present system is more responsive to area's needs.
Lark, Floyd J.	President, OPSU Faculty Senate	Speaker, Enid	4,7		X	Regional boards not involved with agriculture like A&M board.
Overstreet, Ron	Citizen, Boise City	Speaker, Guymon	4,7		X	Panhandle economy thrives on research cooperation with OSU.
Palmer, Dr. Tom	Citizen, Guymon	Speaker, Guymon	4,7		X	OPSU receives excellent benefits from association with OSU.
Petty, David K.	Attorney, Guymon	Letter, 1/5/93	4,7		X	Financially imperative that OPSU operate under A&M regents.
Scott, Don	President, Guymon Cham of Comm	Speaker, Guymon	4,7		X	Critical local needs are met by alliance with OSU.
Brown, Ray	V-P for Academic Affairs, OPSU	Speaker, Enid	4,7		X	Cooperation between OSU, OPSU contributes to Ok's econ devel.

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Wischropp, Theodore	President, OPSU	Speaker, Guymon	4,7		X	Growth in Panhandle dependent on cooperation with OSU.
Hall, Rubye	Former State Regent	Speaker, OkC	4,10		X	Langston should be kept under a constitutional board.
Holloway, Ernest	President, Langston University	Letter, 1/6/93	4,10		X	Recent growth at LU attributed to support of A&M regents.
Holloway, Ernest	President, Langston University	Speaker, Enid	4,10		X	A&M board understands LU's land grant mission.
Walker, Ronald	Langston University graduate	Speaker, OkC	4,10		X	OSU board knows about land-grant schools and LU's mission.
Benton, Leonard	President, OkC Urban League	Speaker, OkC	4,10		X	LU is progressing under current governance; don't disturb.
Chandler, Wayne	Langston University graduate	Speaker, OkC	4,10		X	LU affiliation with A&M = positive; OSU knows land grant mission.
Latham, Melvin	Langston University graduate	Speaker, OkC	4,10		X	LU should be left as member of OSU "family."
Johnson, James Roy	Langston University graduate	Spkr, Muskogee	4,10		X	LU is land grant school, best served by A&M board.
Gaines, Manyles	LU Alumni Association	Speaker, Tulsa	4,10		X	Progress, stability at LU came when aligned with A&M board.
Fields, Lillianlyne	Langston University graduate	Speaker, OkC	4,10		X	New board would lose valuable time; A&M serves LU best.
Henderson, Ed	Retired OSU Extension Officer	Spkr, Muskogee	4,8,9		X	Dissolved A&M brd would curtail economic devel. of NE Ok.
Hunt, JoAnn	Director, Public Relation, CSC	Spkr, Muskogee	4,8,9,10		X	Network of cooperation among A&M schools is valuable.
Jackson, Rick	Oklahoma educator	Letter, 1/25/93	4,8,9,10		X	Costs to create new boards will outweigh benefits received.
Long, Ed	State Representative	Speaker, Enid	4,8,9,10		X	Small boards can't work effectively w/o advantages of large bds.
Montgomery, J.W.	Former A&M regent	Spkr, Muskogee	4,8,9,10		X	Very difficult to find dedicated black regents to serve on all the proposed new boards, but minority represenation is necessary.
White, Jimmie	Connors State College	Spkr, Muskogee	4,8,10		X	A&M board understands unique missions of LU, CSC which would suffer if forced to stand alone.
Campbell, John	President, OSU	Spkr, Muskogee	3,4,6,8, 9,10		X	A&M board committed to Pres. Clinton's transfer of technology goal through OSU technical branches.
Campbell, John	President, OSU	Speaker, Enid	5	X		OSU totally committed to cooperating with OU; already in process.
Hall, Rubye	Former State Regent	Speaker, OkC	5	X		Will keep Oklahoma progressing and retain "brains" at universities.
Shafer, Ingrid	Faculty member, USAO	Speaker, OkC	5	X		Research council shouldn't be restricted to OU/OSU.
Bastin, Gary	State Representative	Letter, 12/15/92	6		X	Not consistent with Parnell report.
Gaines, Bobby	President, OCCC	Letter, 12/11/92	6		X	Rose culturally different from others in OkC.
Gaines, Bobby	President, OCCC	Letter, 12/22/92	6		X	Inconsistent with Parnell and APRA.
Nutter, Larry	President, Rose State College	Letter, 12/1/92	6		X	Damage community ties; jeopardize local tax vote.
Selkel, Mark	State Representative	Letter, 12/15/92	6		X	Will sever community ties and support.
Herbert, Dave	State Senator	Speaker, OkC	6		X	Eastern Ok County board governs Rose best; change inconsistent with Parnell report; excellent Rose board already exists.
Elzo, Melissa	Citizen, Del City	Speaker, OkC	6		X	Rose would lose support of tight-knit community if board dissolved; four schools too many for one board to govern.
Saunders, Lynne	Regent, Rose State College	Speaker, OkC	6		X	Rose board represents minority enrollment well.

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Jordan, Marie	Regent, Rose State College	Speaker, OkC	6		X	Grass roots efforts, local community involvement must be maintained for tax base growth.
Howard, Gary	President, Midwest City Ch of Com	Speaker, OkC	6		X	Change would adversely affect successful college, community spirit support
Nutter, Larry	President, Rose State College	Speaker, OkC	6		X	Threatens outstanding financial support of community; lack of evidence to support change.
Jones, Melvin	Member, HEACO	Speaker, OkC	6		X	Costs at OSU/OKC = lower than similar schools; would destroy academic affinity.
Blair, Bill	Chair, Advisory Board, OSU/OKC	Speaker, OkC	6		X	A&M board strengthens OSU/OKC; no need to change.
Campbell, John	President, OSU	Speaker, OkC	6		X	OSU/OKC is cost-effective, efficient, well-administered and governed; no value to be gained from change.
Strausbaugh, Paul	Former chair, Adv Bd, OSU/OKC	Speaker, OkC	6		X	OSU/OKC success due to OSU's cooperation, support, leadership
Hooper, James	Provost, OSU/OKC	Speaker, OkC	6		X	Strengths, progress due to support of A&M regents.
Gunn, Tom	Businessman, Lawton	Spkr, Weatherford	7	X		Strongly supports proposal to move Cameron to BOROC.
Jackson, Keith	Former city councilman, Lawton	Spkr, Weatherford	7	X		Cameron has same goals as other BOROC schools.
Jones, Gary	Cameron University alumni	Spkr, Weatherford	7	X		OU, Cameron don't have same missions. Endorses BOROC.
Large, Farrell	Businessman, Lawton	Spkr, Weatherford	7	X		Needs of students better served under BOROC governance.
McKellips, Terral	Provost, Cameron University	Spkr, Weatherford	7		X	Institutional competition should be minimized, not encouraged; eight schools too many for one board to govern effectively; very expensive in time, money to change boards again.
Roberts, Carl	Citizen, Lawton	Spkr, Weatherford	7	X		CU should be governed with schools of similar missions.
Cameron Alumni Asso.	Board of Directors	Letter, 1/25/93	7		X	OU linkage = positive, encourages growth at Cameron.
Shorter, Daniel	Prof Emeritus, Northwestern, Alva	Speaker, Enid	7		X	Large boards don't know,care,have time for all schools' interests.
Zelbst, John	Lawyer, Lawton	Spkr, Weatherford	7	X		CU needs to be governed with similar schools, not "swallowed up" by OU.
Westbrook, Carl	President, Connors State College	Spkr, Muskogee	8		X	Difficult for CSC, NEO to stand alone; A&M bd concerned with CSC,NEO; all have agricultural, rural interest.
Smith, Minnie	CSC student	Spkr, Muskogee	8		X	Attending 2-yr college because it's more "comfortable."
Haney, Joy V.	NEO graduate	Speaker, Tulsa	8		X	A&M bd. very responsive to NEO; local bd. would be step back.
Carrol, Jerry	President, NEO	Speaker, Tulsa	8		X	Local bd. = increase NEO's financial burden 3-4 times; no group in community supports governance change.
Largent, George	Vice-Pres., NEO Faculty Senate	Speaker, Tulsa	8		X	Advantages to alliance with A&M board especially valuable to small colleges.
Rucker, Jack	Faculty member, NEO A&M	Speaker, Tulsa	8		X	NEO shares missions of A&M schools, treated well by A&M bd.
Harrison, Terry	Student body president, NEO	Speaker, Tulsa	8		X	Well-qualified, dedicated A&M bd. in best interest of NEO.

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Brinlin, Louise	CSC student	Spkr, Muskogee	8		X	Would place CSC at disadvantage politically, financially.
Mabry, John	Banker, Okmulee	Spkr, Muskogee	9		X	No valid reasons given for OSU-Okm to be free-standing; consultants got no input from Okmulgee citizenry.
Newkirk, Court	Pres., Okmulgee Chamber of Com	Spkr, Muskogee	9		X	OSU link gives instant credibility when Okmulgee seeks industry.
Burton, Bill	Businessman, Tulsa	Speaker, Tulsa	9		X	OSU's reputation assures quality education of employees; linkage between 2 institutions = healthy, fruitful, best serves students.
Harlan, Fred	Former A&M regent	Speaker, Tulsa	9		X	Students' educations would be hampered, not helped, by change; A&M board doesn't short change its schools.
Crowe, Shelly	Chief, Creek Nation	Speaker, Tulsa	9		X	OSU-Okm. flourishes under A&M bd; mission consistent with aspirations of Creek Nation; no minority input in study.
Hale, Ade	Retired v- pres., American Airlines	Letter, 1/22/93	9		X	Study has inconsistencies; no data proves changes will enhance efficiency or student success; linkage with OSU gives nationwide credibility.
Cox, Larry	Businessman, Tulsa	Speaker, Tulsa	9		X	Local board wouldn't have resources provided by A&M board.
Klabenes, Bob	Provost, OSU-Okmulgee	Spkr, Muskogee	9		X	To continue success, OSU-Okm must be governed by state-wide board with broad vision, cloud, diversity; OSU bd fits requirements.
Garber, Martin	TJC regent	Speaker, Tulsa	12		X	TJC has excellent tax support; Rogers doesn't; inequity of Section 13 funds distribution; geographic areas are distinct.
Moore, Jay Ralph	Chair, Rogers regents	Speaker, Tulsa	12	-	-	Rogers' regents will do what's best for RSC.
Comby, Henry	Faculty member, TJC	Speaker, Tulsa	12	X		Rogers' faculty would benefit by TJC regents.
151 Names	Citizens, Sayre area	Form letter	13		X	80% growth in five years at SJC result of SWOSU affiliation.
3 Names	Citizens, Sayre	Form letter	13		X	WOSC can't give growth potential, reputation that SWOSU does.
Alexander, Dorothy	Attorney, Sayre	Letter, 12/29/92	13		X	Not feasible, economically or geographically, to align with WOSC.
Allee, Bob	Former State Regent	Spkr, Weatherford	13		X	Worthwhile citizens get starts at Sayre, continue at SWOSU.
Aulbert, Ethel	Citizen, Sayre	Letter, 12/28/92	13		X	Likes association with SWOSU.
Baker, Al	Pres, Elk City Cham of Commerce	Spkr, Weatherford	13		X	Supports opposition of other area citizens to realignment.
Ballew, Don	Citizen, Elk City	Letter, 12/30/92	13		X	Geographical fit; few SJC students attend WOSC, prefer SW.
Beason, Linda	Counselor, Cheyenne schools	Letter, 1/6/93	13		X	Numerous advantages to SJC students who continue at SWOSU.
Berrong, Ed	Former State Senator	Spkr, Weatherford	13		X	Changes would politicize Ok higher education unnecessarily.
Beutler, Randy	State Representative	Spkr, Weatherford	13		X	In best interest of students to stay merged with SWOSU.
Bonny, Jack	State Representative	Spkr, Weatherford	13		X	SJC more efficient, effective since merger with SWOSU.
Brown, Terriel	Citizen, Cheyenne	Letter, 12/27/92	13		X	SW offers more opportunities for students transferring from SJC.
Butchee, Dee	Chair, WOSC Board of Regents	Letter ,1/7/93	13		X	Single, local boards are more effective in governing.
Capps, Gilmer	Legislator, Oklahoma Senate	Spkr, Weatherford	13		X	87 merger carefully worked out; better serves students and state.

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Cobb, Richard	Businessman, First State Bank	Letter, 12/31/92	13		X	SJC merger with SWOSU very beneficial for both campuses.
Connor, Paul	Superintendent, Sayre Schools	Spkr, Weatherford	13		X	As is = excellent economically; gives accountability,creditability.
Davidson, Marion	Businessman, Weatherford	Letter, 12/30/92	13		X	Would take away integral part of SWOSU; not best for students.
Eaton, Horace	Banker	Letter, 12/31/92	13		X	Merger with WOSC would be detriment for both communities.
Epp, David	Optometrist, Sayre	Letter, 12/18/92	13		X	Prefers affiliation with SWOSU.
Hammond, Michelle	Student, SWOSU, Sayre campus	Spkr, Weatherford	13		X	Ease of transfer from Sayre to SWOSU is big plus to students.
Hatcher, Lala	Banker	Letter, 12/31/92	13		X	Change to WOSC = detriment to education in Western Ok.
Hatcher, Lala	Businesswoman, Sayre	Spkr, Weatherford	13		X	Presented petition with 670 names opposing change.
Hibler, Joe Anna	President, SWOSU	Spkr, Weatherford	13		X	Sayre campus is viable, SR-approved academic unit of SWOSU; economic times require cooperative efforts; excellent progress made on both campuses since '87 merger; shouldn't regress.
Hill, Blount, Olson	First American Bank officers	Letter, 12/23/92	13		X	SWOSU resources better than WOSC.
Hylton, Guy	Mayor, Elk City	Spkr, Weatherford	13		X	Nursing school cooperation bet SJC, SWOSU a must for area.
Ivester, Jack	Mayor, Sayre	Letter, 12/23/92	13		X	Geography, demographics consistent with SWOSU.
Kerr, Robert M.	State Senator	Spkr, Weatherford	13		X	Opposed to any realignment.
Lakey, Eddie	Chairman, Sayre Schools board	Spkr, Weatherford	13		X	Ease of transfer to SWOSU very beneficial to Sayre students.
Lambert, Jeff	President, Sayre Rotary Club	Letter, 12/24/92	13		X	SJC 80% growth since '87 result of affiliation with SWOSU.
Lucas, Frank	State Representative	Spkr, Weatherford	13		X	Merger was "step forward" for students, Sayre, SWOSU; don't undo.
Males, Lorena G.	Citizen, Sayre	Letter, 1/5/93	13		X	SJC is stepping stone for students to continue at SWOSU.
McKinney, Michael	Faculty member, Sayre campus	Spkr, Weatherford	13		X	No on-site visits during gov. study with anyone at Sayre or SWOSU.
Meador, Warren	Elk City Chamber of Commerce	Spkr, Weatherford	13		X	Would be giant step backwards for higher education in Okla.
Neff, Mr. and Mrs. Mike	Insurance agents, Sayre	Letter, 1/4/93	13		X	Realignment = backward step for SJC which has come so far.
Robison, Mel	Osteopath, Sayre	Spkr, Weatherford	13		X	SJC, SWOSU affiliation benefits both campuses, students.
Roper, Galeard	Superintendent, Cheyenne schools	Letter, 1/6/93	13		X	Concurrent SJC enrollment boon to area high school students.
Stewart, Paty, Walker	Commissioners, Beckham County	Letter, 12/28/92	13		X	SWOSU: lowest administrative costs of system; why change?
Whinery, Brad	Pres, Sayre Chamber of Commerce	Spkr, Weatherford	13		X	Former SJC's growth has given economic boost to western Okla.
Williams, Jeanine	Faculty member, Sayre campus	Spkr, Weatherford	13		X	Current alignment gives many benefits to Sayre students, faculty.
Wilsie, Leon	Former SJC trustee	Spkr, Weatherford	13		X	Merger took months of hard work; not going to be undone now!
Wyatt, Madoux, French	Bankers	Letter, 12/22/92	13		X	Enrollment growth a result of SWOSU affiliation.
Wyatt, C.H.	Citizen, Sayre	Letter, 12/24/92	13		X	SWOSU affiliation offers greater continuity.
Wyatt, C.H.	Banker, Sayre	Spkr, Weatherford	13		X	Goals of gov. study already met in '87 merger of SJC and SWOSU.

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NEW CORRESPONDENCE
2/2/93

Hauck, Ed	Enid Higher Education Program	Letter, 2/2/93	All	X		Study is fully supported by the EHEP Trustees as it relates to the true mission of EHEP; any change in governance is not encouraged at this time.
Frye, Walter	McCurtain County Higher Ed. Progra	Letter, 2/2/93	1			MCHEP Trustees unanimously support .
Binning, Bart	Oklahoma Educator	Fax, 2/1/93	All	X		Personally supports the substance of all the recommendations & the underlying principles of recommendations number one, two, five and 14 with comments on these outlined in the fax.
Soloman, G. Michael	Lawyer, Woodland Hills, CA	Letter, 2/1/93	3,4		X	Firmly opposes due to issue of fairness involved and pride in earning a degree and the value associated with holding that degree from OSU which reciprocates financial support to the
Cameron-Lee, Lori; Martin, Altrey; Sanderson, Karen	Students, Cameron University	Letter, Petition, 2/2/93	7	X		Believe this is a progressive, forward-looking change that will enhance the quality of Cameron's programs and not create unnecessary competition with OU but has created benefits for both universities and southwest Oklahoma.
Faculty Advisory Com	Susan Vehik, Chair	Fax, 2/2/93	1,2,5,14	X		Potential to strengthen higher ed;should include representatives from students, faculty, administration, community; particularly, Research Council should have faculty input; specific board restructuring unaddressed since FAC lacks in-depth knowledge.

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